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This report is the result of a 1967 study by representative citizens of the Muskegon Area Intermediate School District. Their task was to propose a system to assure access to continuing education for local adults and out of school youth, to propose roles and relationships for the public educational institutions, to suggest how these institutions should relate to other relevant public and private agencies, to recommend patterns of administration and finance, and to maintain all possible freedom and autonomy for the individuals and organizations involved. Data were obtained on the Muskegon educational system, the population to be served, and legal, historical, and fiscal background. Task force and related reports were prepared, and basic recommendations were made for an area system of continuing education encompassing public schools, community colleges, and community agencies and councils, together with specific steps for the year beginning September 1, 1967. (The document includes 25 charts and tables, two maps, and seven appendixes.) (ly)

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Educational Service Series, Number 16
August 1967

An Area Approach to Continuing Education

Report of Study and Recommendations for a Coordinated System of Continuing Education for the Muskegon Area Intermediate School District

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AN AREA APPROACH
TO CONTINUING EDUCATION

Study Conducted Cooperatively by
Muskegon Area Continuing Education Committee and
Adult Education Association of Muskegon County

Co-Chairmen:

G. L. Edson, Superintendent, Whitehall Public Schools

Clyde Le Tarte, Community School Director, Muskegon Public Schools

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7-31-67

LETTER OF TRANSMITTAL

TO THE BOARD OF EDUCATION OF THE MUSKEGON
AREA INTERMEDIATE SCHOOL DISTRICT

This report is the result of a study by representative citizens of the Muskegon Area Intermediate School District. During the course of this study many hours have been given by the Continuing Education Committee in gathering, organizing, and analyzing data, writing reports and developing recommendations.

The committee accepted the charge given by the Board of Education and has attempted to fulfill the obligations and responsibilities in its deliberations. We believe this report will provide you with basic information and recommendations for improving continuing educational opportunities for out-of-school youth and adults in the Greater Muskegon Area. The challenge is now in your hands.

Thank you for this opportunity to participate in this most worthy project.

CONTINUING EDUCATION COMMITTEE

ACKNOWLEDGMENT

The educational resources of our Greater Muskegon County Community are tremendous. Unrealized progress can be achieved if we are willing to pool our resources and coordinate our efforts. When we recognize that education is a continuous process of training and re-training, we are not attempting to over-simplify the fact but merely to remind ourselves how far-reaching education becomes if we only recognize its potential. The expanding role of education, in an era filled with change, is conducive to study. This became the incentive for an in-depth study of continuing education on an area-wide basis.

The initiation for such a study was originally conceived by the members of the Board of Education of the Muskegon Area Intermediate School District. Supporting this effort, through financial contributions and human resources were local PTA units from the three PTA Councils in the area:

Muskegon City PTA Council
Muskegon Heights City PTA Council
Muskegon County PTA Council

The Adult Education Association of Muskegon County became a co-sponsor of the study.

Dr. G. L. Edson, Superintendent of the Whitehall Public Schools and Mr. Clyde LeTarte, Director of the Muskegon City Community School Project and a member of the Adult Education Association were appointed as co-chairmen by the intermediate school district. Both persons brought much knowledge and experience to the study as a result of their adult educational training. Dr. Edson, from his work at the Kellogg Center for Continuing Education at Michigan

State University and Mr. LeTarte from his training with the Mott Foundation at Flint provided excellent leadership.

The nucleus for the study was provided by Michigan State University under the very able leadership of Russell Kleis, Associate Professor, Adult and Higher Education, College of Education. Two graduate students from Michigan State University, Mr. Wilbert Laubach and Mr. John Pylman, assisted in coordinating the study.

The intense, energetic leadership of Professor Kleis, the project study director, was the focal source of committee activity. Highly knowledgeable of the subject, adept in committee interaction, and articulate in expressing needs and solutions, Professor Kleis maintained a seminar atmosphere in the study which received the plaudits of the members of the committee.

Over 150 local community leaders from all walks of life were either directly or indirectly involved in the study.

The results of the study which are presented in the following pages, represents a comprehensive view of the need for continuing education and the means by which it may be achieved. This report becomes another effort to provide the people of Muskegon County with needed information on the responsibilities of its educational institutions on an area-wide basis.

James Ten Brink
Superintendent
Muskegon Area
INTERMEDIATE SCHOOL DISTRICT

" . . . It is time that we had uncommon schools, that we did not leave off our education when we begin to be men and women. It is time that villages were universities, and their older inhabitants the fellows of universities, with leisure--if they are indeed so well off--to pursue liberal studies the rest of their lives. Shall the world be confined to one Oxford forever? . . . New England can hire all the wise men in the world to come and teach her, and board them round the while, and not be provincial at all. That is the uncommon school we want. Instead of noblemen, let us have noble villages of men. If it is necessary, omit one bridge over the river, go round a little there, and throw one arch at least over the darker gulf of ignorance which surrounds us."

from Walden by Henry David Thoreau

PREFACE

This is the report of a study and recommendations for an area-wide integrated system of continuing education within the Muskegon Intermediate School District. It has been developed by a Continuing Education Committee consisting of thirty-five members appointed by the Intermediate Board of Education, a similar number from the Adult Education Association of Muskegon, several volunteers, three staff aides and a consultant. Starting with data from a preliminary survey undertaken in 1963-64, the committee began its work in January, 1967. Seven task forces, a steering committee, and the committee of the whole have worked intensively through a six-month period. This is our report.

We have acknowledged the broad span of activities encompassed within continuing education, the enormous range of interests, prior education, and personal characteristics of its students, the variety of its institutional forms, and the diversity of purposes and programs of its sponsors. We have acknowledged with special conviction, the importance of voluntarism and voluntary association in continuing education programs at the community level.

Our task was: (1) to propose a system that would assure access to continuing education opportunities for adults and out-of-school youth throughout the area; (2) to propose roles and relationships for the public educational institutions; (3) to suggest how these educational institutions should relate to other public and private agencies involved in continuing education; (4) to recommend patterns of administration and finance; and (5) to maintain all possible freedom and autonomy for individuals, agencies, and institutions who engage in the enterprise. This report summarizes our procedures, findings and recommendations.

We make no claim that the terms, structures and procedures we recommend are the most appropriate for all agencies and institutions. We recognize that each local school, the community college, the intermediate school board, voluntary associations, private institutions and other agencies must determine their own policies, programs and relationships. We have sought to propose a general system within which the various institutions might effectively and efficiently confront the exploding needs for continuing education throughout the area and coordinate their efforts in doing so. We humbly believe the proposed system will permit such effective and orderly operation.

We invite each body, public or private, voluntary or official, to review this report, adopt such recommendations as it finds appropriate, make such adaptations as it finds necessary, and enlist in an area-wide effort to bring continuing education to the service of personal, family, community and national goals.

R. J. K.

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PART I

BEGINNINGS OF THE STUDY

Chapter

1 The Charge

2 Preliminary Work

3 Procedures Employed in This Study

4 A Concept of Continuing Education

* * * * * * * * * *

Adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed. Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary part of the educational provision of every country.

From The Montreal Declaration
of the Second World Conference
on Adult Education, 1960

CHAPTER 1

THE CHARGE

The importance of continuing education both to the adult as an individual and to the healthy development of the community becomes greater each year. Leaders in Muskegon County have felt the growing need for a continuing education program described by one of them as, "parent education, health and safety education, retraining for the unemployed, leisure-time activities, citizenship, home and family living, and understanding the major socio-economic problems facing our local community, state and nation." These leaders have been concerned, too, that continuing education should be available on an area-wide basis.

In 1963, the Board of the Muskegon Area Intermediate School District appointed a Continuing Education Committee (CEC) of thirty-five distinguished citizens. The CEC was charged with responsibility:

1. To determine, in the best way possible, how the coordination of Continuing Education in Muskegon County can be achieved on a county-wide basis.
2. To determine how each local board of education can assist in achieving this purpose.
3. To determine the organizational structure of an effective liaison between the local school district and the county community college.
4. To consider broad general patterns of financial support for the operation of continuing education programs on a county-wide basis.

This report responds to that charge.

CHAPTER 2

PRELIMINARY WORK

The CEC divided into subcommittees, one concerned with philosophy and definition, the other to survey ongoing programs. Each held several meetings. The philosophy and definition team reported:

> ### THE MEANING AND PURPOSE OF ADULT EDUCATION
>
> "Adult Education programs are those offered for adults who have passed the compulsory school attendance age and have left formal schooling. (Be this at the sixth grade, twelfth grade, upon college graduation, or at any intermediate point along the way). An adult is further defined as one who has entered upon the responsibilities of maturity and whose major pre-occupation is that of earning a living or whose chief responsibility is that of home and family.
>
> ### ADULT EDUCATION
>
> It is a purposeful instruction conducted on an organized basis, provided by an agency or institution recognized as capable of providing educational activities and pursued by the learner in a systematic manner.
>
> Adult Education serves, on the one hand, to help the individual reach his highest possible usefulness and self-realization. It, on the other hand, helps the adult community identify, study, and understand and meet problems as they arise. The purpose is not only for individuals and society to "catch up" but increasingly to "keep up" and advance. Therefore, a comprehensive and diversified educational program for adults should be an integral part of every community educational system."
>
> Taken From: Planning for Public School
> Adult Education in Michigan
>
> Bulletin #28
>
> Department of Public Instruction
> Lansing, Michigan

CLS:nsp

Each of the subcommittees found the going slow, the field not clearly defined, and data difficult to secure. They sought professional assistance, consulted informally with several leaders in adult education, and then formally engaged a consultant.

A budget was prepared and a contract drawn in early 1965. Funds were contributed by Parent Teacher Associations and financial "back stopping" was assured by the intermediate school district.

After meeting with the CEC, the consultant conducted surveys on two population samples. The first consisted of continuing education students and included adult students enrolled at Muskegon County Community College who lived outside the city of Muskegon. The second consisted of non-students and included parents of fifth grade children attending K-12 schools in the county.

The survey of community college CE students asked the questions and produced the data briefly summarized below:

1. How many evenings per week did you participate in classes?
   333 responded. 273 attended one evening, 53 attended two evenings and 7 attended three evenings per week.
2. Approximately how many miles (round trip) did you travel to class each evening you attended?
   339 responded. Mileage ranged from 0 to 126 miles; average round trip 19.6 miles. 92 percent lived within 15 miles.
3. Would you prefer to have classes offered in a school nearer your home?
   309 responded. Yes - 201; No - 108.
4. Do you plan to continue to attend classes in the future?
   303 responded. Yes - 270; No - 33; No Response - 36.
5. Other comments.
   No comments reported.

The non-student survey was a letter which fifth grade children in each K-12 school carried home to their parents and returned to their classrooms. The letter with its summarized responses follows:

April 30, 1965

Dear Parent:

As a part of the Muskegon County Continuing Education Survey we would like to know whether you would be interested in attending Adult Education classes if offered in your community or your neighborhood. If enough people are interested in such courses, consideration will be given to offering such a program.

Classes could be offered to provide training in new skills, in cultural areas or for recreation.

Kindly answer the following:

1. I would be interested in such a program._______

   Of 803 responses, 423 were affirmative.

2. I would like to take a class in________________.

   Responses were grouped into categories: Home Economics (108); Commercial (132); Academic (91); and Miscellaneous (103). 79 different subjects were named.

3. I would not be interested in such a program.

   ____________ 380 checked this negative response.

4. I am already taking courses at________________.

   No one responded that he was taking courses.

Late in 1965, a report of these surveys was submitted to the chairman of CEC and the superintendent of the intermediate school district.

CHAPTER 3

PROCEDURES EMPLOYED IN THIS STUDY

Equipped with definitions and data from the preliminary work, but without answers to the basic questions set forth in their charge, CEC and the intermediate board determined to undertake a study in depth. A consultant from Michigan State University was invited to direct the study. He agreed that upon return from research leave in January, 1967, he would assist with the study if an interested group of citizens wished to undertake it on a cooperative basis.

The Adult Education Association of Muskegon (AEA) accepted an invitation to co-sponsor the expanded study. The CEC was reactivated; several new members were appointed; a number of AEA members volunteered their assistance; additional men and women were recruited because of their special interest and knowledge; and a cooperative study was undertaken.

More than 150 persons have participated in one way or another. Ninety have been formally involved, and have worked intensively through a six-month period. Two graduate students from Michigan State University were enlisted, as were staff and volunteers from the area.

The procedures of these workmen are outlined in this chapter. Their findings, conclusions and recommendations are the substance of the remainder of this book.

* * * * * * * * * * * * * * * *

In early January, leaders in education, government agencies, industry and labor, church, human relations groups, and voluntary associations were interviewed. Additional interviews were conducted as the study proceeded.

Principal purposes of these interviews were to gather data, to facilitate cooperation and coordination, and to interpret the purposes of the study.

A general meeting of the combined AEA-CEC group was held on January 26. Because that was the date of the "great blizzard" not all could attend (though an amazing number did so!); thus, a second meeting was held on the same agenda on February 9. Co-chairman, G. L. Edson for CEC and Clyde LeTarte for AEA, and a general secretary, William Bocks, were elected.

The original charge was discussed and it was agreed that prior questions (Figure 1) would have to be answered before the questions in the charge could be approached. The discussion led to the formulation of a statement of the expanded task in the "working papers" (Appendix A), which directed the early deliberations.

OUR ASSIGNMENT: TO PROPOSE A PLAN

If Muskegon County, by 1980, is to make available needed continuing education opportunities for all its adult citizens, answers must be proposed to the basic questions:

- OF WHAT SHOULD CONTINUING EDUCATION CONSIST?
- TO WHOM SHOULD IT BE MADE AVAILABLE?
- BY WHOM SHOULD IT BE PROVIDED?
- HOW SHOULD IT BE ORGANIZED?

Fig. 1.--Basic questions to be answered in order that the continuing education study may proceed.

Continuing education, it was agreed, should consist of educational opportunities for adults and out-of-school youth related to their:

desire to enrich life (liberal education)

rights and responsibilities as citizens (public affairs education)

home and family life

vocation or profession

need for a high school diploma
need for basic education
need to learn the arts of recreation

It was also agreed that the kind of CE needed by any particular person would depend upon the amount of formal schooling he had successfully completed.

Continuing education was thus analyzed by major categories of purpose and by levels of prior education of its adult students, so that in spite of its complexity it might be studied in an orderly manner. Figure 2 depicts the resulting scheme which proved useful in establishing task forces and guiding their work.

In order to clarify our thinking about the population to be served, the continuing education student body was defined to include "any older youth or adult who has completed, withdrawn from, or been denied, the formal education normally required by law or the life pattern of his choice; who has assumed the rights and responsibilities of adulthood; and who, as an adult, voluntarily allocates time and effort to continue, resume, or initiate his education on a planned and orderly basis."

The institutional sponsorship of continuing education in a free society was discussed in some detail. It was concluded that continuing education institutions, for purposes of this study, would be defined to include "those institutions with exclusively or predominately educational purpose, plus those not principally educational in purpose but significantly involved in continuing education, whether they be private or public, voluntary or official." As the study progressed, an institutional involvement chart was designed for purposes of analysis and planning (Figure 3).

On the basis of the "general categories of purpose" identified in the analysis of CE, seven task forces were established. Each task force, it was agreed would:

a. consist of a chairman, secretary, and staff aide, and members selected from CEC and AEA

General Categories of Purpose	Level of Prior Education Completed										
	0	1-4 Yrs.	5-7 Yrs.	Elem. School	9-11 Yrs.	High School	Trade Tech.	1-3 Yrs. College	BA BS	MA MS	Prof. Degree
Liberal											
Public Affairs											
Home & Family											
Vocation-Profession											
High School Diploma											
Basic Literacy											
Recreation (Hobby or Therapy)											

Fig. 2.--A scheme for studying continuing education by general categories of purpose and levels of prior education of its adult students.

Figure 3

INSTITUTIONAL INVOLVEMENT IN CONTINUING EDUCATION

CONTINUING EDUCATION PROGRAM	EDUCATIONAL INSTITUTIONS											INSTITUTIONS WITH AUXILIARY EDUCATION FUNCTIONS																							
	Public							Private				Official Community Agencies									Voluntary Community and Member Serving Institutions														
1. - - - - - - - - - - -	Local School District*	Community College	Area Voc-Tech School	Intermediate District	Co-Op Ext. Service	University Extension*	Public Libraries*	Nearby Colleges*	Parochial Schools*	Proprietary Schools*	Voluntary Education Groups*	Civil Service	CAAP	Courts*	Employment Security	Health Department*	Law Enforcement*	Social Security	Social Welfare	Other Agency*	Church*	Church Council	YM, YW, KC, etc.*	Human Relations Groups*	Professional Societies*	Labor Unions*	Labor Council	Business or Industry*	Area Devel. Council	Manufacturers Assoc.	Trade Associations*	Political Organizations*	Arts Council	Communication Media	Other Institution*
2.																																			
*Specify institution you have in mind.																																			

Instructions:

1. Enter name of program area
   Eg. Civic Education
2. List major program divisions
   Eg. Courses in Practical Politics
   Study of Local Election Issues
   World Affairs Discussion Groups
3. In appropriate cells, place letters from code at right to indicate institutional contributions

Involvement Code:

A. General Coordination and Supervision
B. Primary Program Responsibility
C. Shared Program Responsibility
D. Facilities and Facilitating Services
E. Planning and Advisory Assistance
F. Instructional or Leadership Personnel
G. Instructional Materials and Equipment
H. Counseling of Students
I. Financial Support
J. Interpretation and Promotion
K. Information and Referral
L. Professional Consultation
M. Report or Other Publication
N. Evaluation
O. - - - - - - - - - - - - - -
P. - - - - - - - - - - - - - -

with consideration for special competence, personal preference, and reasonable representation of relevant experience and judgment.

b. be encouraged to act, in consultation with the co-chairmen to expand its membership, seek consultation, or take such other steps as would contribute to the excellence of its report.

c. be responsible for conducting the study, formulating recommendations, and drafting a report in one of the major categories of continuing education. (Liberal, public affairs, home and family, vocational-professional, high school diploma, basic literacy or recreation.)

An _ad_ _hoc_ committee proposed membership for the task forces. Ninety persons acepted invitations to participate in the work. A few volunteers worked on more than one task force.

The work of the task forces was launched at a general meeting on March 3. At that meeting, the _ad_ _hoc_ committee recommended composition of each task force. Members were invited to shift to task forces other than those recommended if they felt greater interest or ability in other areas. Several did shift. As task forces were firmed up, their working papers were distributed and discussed, and they were addressed by the consultant (see Chapter 4).

Task forces proceeded with surveys, hearings, interviews, deliberative sessions, and recommendations. Their work continued intensively during the next three to five months, all of them being finished by July.

A steering committee was, by mutual agreement, composed of the co-chairmen, general secretary, consultant, chairman of each task force, and the three staff aides. The steering committee was made responsible for general direction and coordination of the study, receiving and integrating reports of task forces, studying over-arching issues and formulating recommendations on them, proposing an area-wide plan for organization and finance, and drafting the final report.

General meetings for coordination and reporting were held on April 14 and May 5. Task forces reported their progress and their problems. Over-lapping and over-looking were pointed out and the work of the task forces was more fully coordinated. At the April 14 meeting population data and school dropout statistics were presented for information of all task forces. At the May 5 meeting, financial data were presented and preliminary consideration was given to the need for an area-wide counseling service, to the "community school" plan, and to alternative recommendations for area-wide coordination of continuing education. The first completed task force report was received and distributed that day. It was agreed that other task forces would turn in at least preliminary reports by June 1.

From May 19 through July 21, the steering committee held weekly meetings. The committee conducted research, secured statistical data, prepared background information, drafted general recommendations, received and reconciled task force reports, and developed the text of the report. Its principal effort was spent in formulating the proposal for an area-wide system of continuing education and the many recommendations associated with it. Consultations were held with administrators as recommendations were formulated for local schools, the community college and the intermediate school district.

The draft of the final report was essentially completed by July 14. It was then reviewed in two meetings of the steering committee and on July 25, it was submitted in draft form to all participants in the study. At a general meeting on July 31 it was discussed, amended, and unanimously adopted.

CHAPTER 4

A CONCEPT OF CONTINUING EDUCATION[1]

Through education, a person and "his world" come to term and he becomes what he is within it.

* * * * * * * * * * * * * * * *

One is born in a particular time and place. Thus is established his world. But being born is only the first step toward entry into that world. Full entry requires education. And entry in Borneo requires different education from entry in Paris, Selma different from San Francisco, 1867 different from 1967, a communist society different from a democratic one. Full entry to family life, job, church, citizenship - all sectors of one's world - is gained only through education (not the same as schooling). One who is denied or who rejects education is not likely to gain full entry.

The nature of one's world sets the requirements for his education; and the quality of his education mightily influences the character of his world.

Initial entry may be by birth; it may also be by migration. One may migrate from Europe to America, from country to city, farm to factory, south to north, poverty to prosperity. Like being born, moving is only the first step toward entry. Full entry again requires education. The new rich, I am told, have many things to learn, as does the country girl in the city, the farmer in the factory, the southerner in the north, or the immigrant with foreign tongue.

---

[1] This is the text of an address by the consultant to the combined study committees as they organized into task forces on March 3, 1967.

People migrate in other ways. Carefree boys become responsible men; line workers become foremen; maidens become mothers; subjects become citizens; members become leaders; workers become retirees. As one changes, his world changes; and full entry once again requires education.

And the world itself changes. Discovery of fire changed the primeval world. The wheel, gunpowder, the plow, steam power - these changed the world - but not too fast or too often. In a simple world, or a slowly changing one, boys learn from their fathers, girls from their mothers, and both from the tribe or clan. Education involves transmission of wisdom from elders to youth.

As changes increase and differences multiply, schools become necessary. They prepare youth to live, understand and do business in a world different from that of their fathers. Education, formalized, permits men to move into an enlarging and changing world. Certificates, diplomas and degrees become keys to doors which stay stubbornly closed to those who do not have them. The problem of entry takes on new form and new complexity.

When a nation, in our day, becomes "developed," the promise and portent for human living are dramatically expanded. Urban dwellers depend upon farmers. Seaways make men in far ports members of one community. Wars are waged and boundaries changed. Enemies become friends and friends enemies. Satellites show and tell events in Moscow faster than one's voice can reach a neighbor in his yard. Machines wash dishes, make automobiles and manage other machines. Working families tour the nation. Sons of farmers do business in Hong Kong. Men of modest means take for granted luxuries not dreamed of by princes of an earlier day.

* * * * * * * * * * * * * * * *

In a simple world, one is educated by "doing what comes naturally." Man learns in the daily routines of life to do and to make whatever his simple world requires of him. His life is good or not good, depending largely upon what he can do and make. One literally makes a living.

In a more complex world, schooling becomes a part of education. Life is lived in new circumstances. Its quality depends heavily upon the job he is able to secure and the money he is able to earn. One literally earns a living.

In a world which is daily new (and ours is), in which we move freely from "world to world," where our personal and public choices hold so much of promise and of threat, where we are, in the psalmist's words "little lower than the angels," who can claim to be fully educated? The quality of our living - personal, community and national - hinges upon how we choose; and our choices hinge upon what we have learned, and how recently. We literally learn our living.

Literally millions of Americans can have, do, and be whatever they choose to have, do and be! The key is in the choosing. And our choosing depends upon our learning.

* * * * * * * * * * * * * * * *

Muskegon County is a changing county in a changing world. It faces most of the promises and most of the problems of American communities in the final third of a turbulent twentieth century. The study we undertake today is a pioneering study. We are asked to propose a plan for a coordinated program of continuing education for the county. That plan can be proposed only after we have thought deeply about the program itself. We really confront the fundamental question, "WHAT WOULD BE AN ADEQUATE PROGRAM OF CONTINUING EDUCATION FOR A COUNTY LIKE THIS IN A WORLD LIKE OURS?"

Seven task forces have been established for there are essentially seven parts of our fundamental question.

I. How can we best provide ADULT BASIC EDUCATION for those adults who were denied, or chose not to utilize, opportunity to learn the fundamental skills of learning?

Reading and writing, speaking and listening, counting and computing, knowledge of social and economic systems, a sense of personal worth and dignity, and confidence and trust in one's self and his neighbors,--these are the minimum requirements for admission to the ongoing life and work of a modern community.

This is an extremely difficult sector of continuing education and requires very special skills, facilities, materials and understandings. It almost surely calls upon institutions and persons beyond the public schools. In large measure, those on the chronically unemployed and social welfare rolls are its candidates. Both they and their communities suffer if basic education is withheld.

Federal funds are available to support adult basic education through the eighth grade equivalent level. One day soon such federal support may extend through high school.

II. How can we provide opportunity for each adult willing and able to do so to earn a HIGH SCHOOL DIPLOMA?

Nearly 13,000 citizens of the county (one-sixth of all adults over 25 years of age) had not completed the eighth grade in 1960. Another 16,000 did not attend high school. Other thousands have dropped out before graduating.

Many of them now wish to earn diplomas. Many more would do so if we resolve problems of finding enough excellent teachers, assessing prior learnings, designing courses appropriate to their needs, using materials appropriate to their maturity, and scheduling appropriate to their life patterns.

State aid is available to support adult high school programs for both resident and non-resident adults in any K-12 school. While established schools must supervise the offerings and award the diplomas, they have great freedom to cooperate with other institutions, hold classes in sites other than schools, recognize learnings from independent study or experience, and modify time and credit requirements to sensibly serve the needs of mature students.

More than individual satisfaction is involved. The quality of home life, the strength of the economy, and the health of the community are dependent upon full entry of all who can be encouraged to seek this key to the good life.

III. How can we best provide continuing education for the strengthening of HOME and FAMILY LIFE?

Parent education, maternal and child welfare, health and safety, family financial management, family planning, family relations, home improvement, character development in the home, planning retirement, caring for the ill and the aged, broken homes and single parents: these and similar issues call for attention to the very heart of personal, community and national life, the home. They call surely for more than academic courses on home economics, though these are necessary; they call for more than creative stitchery and cake decorating, though these are interesting; they call for responsible efforts to deal with squalor, disease, poverty and ignorance, at least as much as we deal with the latest fashions in home decoration, the new synthetics for beach wear, and the merits of competitive brands of automatic dishwashers.

If the roots of a nation are planted deep in the home, then those roots will be healthy as homes are healthy, and threatened as homes are neglected.

IV. How can we, through VOCATIONAL and PROFESSIONAL continuing education, assure access and excellence in the world of work?

There is daily less room at the bottom. Workers paid by the hour, workers paid by annual salary, and workers paid by professional fee--each faces the possibility of greater productivity and pride if he keeps trained for his job--and the awful prospect of becoming obsolete if he fails to do so. Attention has been much upon the hourly worker, and attention must continue there. But the nation's greatest hazards and the individual's greatest anguish, with respect to vocational performance, may likely attach to the professional worker. In terms of numbers and importance, the returning woman worker represents a major concern in vocational and professional continuing education.

Industries and professions acknowledge the need for continuing education and both they and government provide resources for it. Since 1917, and especially since 1963, public funds have been available. Employers increasingly have given time, equipment, facilities, and financial rewards to encourage workers to continue learning. Creative and coordinated plans in local communities qualify for support from several sources. Expansion in this area is surely needed.

Few workers at any level can safely go five years without serious efforts at job improvement. For many, five years would spell catastrophe; it must be a continuing process.

V. How can continuing education in the area of PUBLIC AFFAIRS best contribute to community improvement, understanding and public responsibility?

The community is the setting for the life of the person. Often improvement (development) of the community is basic to health and welfare of all who live in it. Community development, hence, becomes a central part of continuing education.

Slums, crime, discrimination, traffic congestion, tax inequities, water supply, air pollution, unemployment, land use, and a thousand other issues call for community decision and action. At the national and international level, awesome decisions are made by us or for us.

Public decisions at all levels influence the quality of life we each may lead. Some of them may determine whether any of us lives to see the twenty-first century. Can we be informed enough and will we be responsible enough to deal with them?

Democracy, in our time, is on trial before the world. Millions of the world's people, before the close of this century, will have chosen the democratic pattern or a competing pattern for organizing their parts of the world. They are watching our performance and are seriously inquiring whether free citizens can and will meet the challenges of freedom in this century.

Few issues can be of greater importance than the level of information and responsibility with which we fill what a recent article calls "the office of the citizen."[1] Continuing education faces many important tasks, none more demanding than this.

VI. How can our adult citizens, through LIBERAL CONTINUING EDUCATION, be helped to become, as free human beings, the best it is in them to be?

When men are free to make their own choices, and especially when their material needs are assured, they can achieve the glory--or the shame--that is latent in every child born human.

Through history there have usually been small groups with wealth, position, and leisure. At their best they have demonstrated splendor in creative and lively arts, in justice, peace and order, in literature and philosophy, and in excellence of humane living. At their worst they have demonstrated debauchery and bestiality.

No other land ever had so many of its people amply supplied with material necessities.

---

[1] Joseph Tussman, Obligation and the Body Politic (New York: Oxford University Press), 1961.

None ever assured to the common man greater freedom of choice. No more glorious prospect, and none more awesome, has ever confronted an entire nation than now confronts ours.

Liberal education is the education of free men and women for the rights and privileges of freedom. It is that part of education "for which the rest is made." It can come only to adults; its meaning can rarely come full to children or youth.

VII. What would be an appropriate continuing education program in the broad area of RECREATION?

Should we in your thinking, deal with the term as it is spelled "recreation"? What is its relation to health--physical, mental, social, spiritual? Does the promise of leisure of the next quarter-century call for more of the same, or creative new efforts, in the recreation field? What are the implications of swelling numbers of children and "senior citizens" with relatively smaller numbers in the prime-production years? What constitutes "recreation" and where should it be available? What concern is it of churches, industry, schools, hospitals, planners, doctors, farmers, resort operators, manufacturers? Is it legitimately a concern of continuing education?

* * * * * * * * * *

Those of us who conduct this study are doing pioneering work. There are few patterns to follow. We are looking into a future where we can see only a little way--and very dimly. But we sense that great promise and large problems are there.

If education is the enterprise through which a person, or a people, come to terms with their world, learn to impress their influence upon it, and become what they may within it, then the continuing education pattern we recommend should be designed to make a difference--and a truly creative one!

* * * * * * * * * *

The inquiring minds of the past have produced most of the advances of civilization. Our hopes for the future must rest in large measure on our capacity to increase the number and the ability of those who continue all their lives to share in the benefits and the pleasures of intellectual inquiry.

--Cyril O. Houle

PART II

BACKGROUND INFORMATION ON THE MUSKEGON AREA

Chapter

5 The Area and Population to be Served

6 The Education System

7 Education in Community Agencies

8 Interest in Continuing Education

* * * * * * * * * * *

> Everyone knows that an education is a primary means of achieving the aims which the American people have set for themselves. Not everyone recognizes that education, directly conceived, is itself one such aim. If we wish to be clear about our shared purposes, we might well begin with this one; it is of central importance itself and the servant of all our other purposes.
>
> --John W. Gardner

CHAPTER V

THE AREA AND POPULATION TO BE SERVED

The area including Muskegon County and beyond is in many ways, a highly unified area. It can be described geographically as an ellipse with a radius of ten miles to the south, fifteen miles to the southeast and east, twenty miles to the northeast, and twenty five miles to the northwest of Muskegon. Muskegon is the primary center of employment, commerce, culture and government for the entire area, and extends its influence well beyond the limits described. A network of highways leads in from every direction and communication centers (telephone, newspapers, radio and television) serve the entire area from Muskegon. The population of the metropolitan area is the largest among comparable areas on the east shore of Lake Michigan.

This chapter is primarily concerned with the size and location, now and in the next 15 years, of that population.

Population and Population Changes

As recently as 1965, population projections for Michigan were based on the high birth rates of the 1950's. Since 1957, however, birth rates have declined markedly throughout the United States. This has led to a significant drop in the rate of population growth. Whereas national population increased by 22.8 percent between 1950 and 1960, it is estimated that the increase will be only 12 percent between 1960 and 1970. This unanticipated change in trend has caused recent population projections to be lower than many published earlier. The population estimates and projections presented here for Muskegon County take the new trends into account. Figure 4 shows population of the county by cities and townships as recorded for 1950 and 1960, as estimated for 1965, and as projected to 1980.

The population of the county is concentrated in the metropolitan area. Figure 5 reveals that the central cities and those townships immediately surrounding them had 126,000 of a total county population of 150,000 in 1960. This area has had nearly 70 percent of the county's population increase since 1950, and is likely to have an even larger share in the next 15 years. But, this view of the situation conceals important prospects.

A less precise but more revealing view can be taken. If a circle with a three mile radius is drawn with the county building as its center, it includes essentially all of the incorporated areas of Muskegon, Muskegon Heights, North Muskegon and Roosevelt Park. That area whose population was almost exactly 70,000 in 1960, and about 68,000 in 1965, is likely to have a population of 64,000 in 1980, a 15-year decrease of 4,000. This is likely even though North Muskegon may show an increase of nearly 1,000 during the same period.

If the circle is then extended five miles farther out (Figure 6), it defines a crescent surrounding the central cities. That crescent is likely to increase in population from 60,500 in 1960, and 65,000 in 1965, to 85,000 in 1980 (Figure 7). This increase of 20,000 in 15 years is greater than the net increase projected for the entire county and represents an increase of approximately 30 percent over the 1965 population.

Cities	Historical		Estimated		Projected	
	1950	1960	1965	1970	1975	1980
Muskegon	48,429	46,485	44,217	41,552	39,959	39,036
Muskegon Hts.	18,828	19,552	19,706	19,424	19,585	20,059
North Muskegon	2,424	3,855	3,896	4,119	4,420	4,787
Whitehall	1,819	2,590	2,591	2,688	2,839	3,033
Townships and Combinations						
Blue Lake	221	769	706	774	855	948
Casnovia	1,595	1,578	1,543	1,482	1,457	1,457
Cedar Creek	781	1,224	1,256	1,334	1,430	1,559
Dalton	3,113	4,366	4,718	5,033	5,440	5,928
Egelston	3,941	6,104	6,694	7,268	7,967	8,783
Fruitland	1,548	2,574	2,607	2,774	2,992	3,254
Fruitport	4,464	7,949	8,306	9,007	9,063	10,864
Holton	1,075	1,449	1,414	1,440	1,496	1,575
Laketon	1,901	4,114	4,138	4,516	4,965	5,490
Montague	2,104	3,265	3,300	3,479	3,723	6,023
Moorland	1,063	1,285	1,289	1,304	1,347	1,412
Muskegon	12,757	17,537	19,463	20,914	22,735	26,895
Norton	12,175	20,394	21,882	23,789	26,102	28,800
Ravenna	1,544	2,105	1,984	1,993	2,045	2,130
Sullivan	1,020	1,577	1,625	1,725	1,857	2,016
Whitehall	251	496	512	559	615	680
White River	492	675	674	695	730	777
TOTAL COUNTY	121,545	149,943	152,521	155,867	162,428	171,506

Based on Preliminary Population Projections for Small Areas in Michigan, November, 1966, Michigan Department of Commerce

Fig. 4.--Population of cities and townships in Muskegon County, 1950-1980.

	1960[1]	1965[2]	1970[3]	1975[3]	1980[3]
Muskegon	46,485	44,217	41,552	39,959	39,036
Muskegon Heights	19,552	19,706	19,424	19,585	20.059
North Muskegon	3,855	3,896	4,119	4,420	4,787
Laketon Township	4,114	4,138	4,514	4,965	5,490
Norton Township	20,394	21,882	23,789	26,102	28,800
Muskegon Township	17,537	19,463	20,914	22,735	24,895
Fruitport Township	7,949	8,306	9,007	9,863	10,864
Egelston Township	6,104	6,694	7,268	7,967	8,783
GREATER MUSKEGON TOTALS	125,990	128,302	130,587	135,596	142,714

Fig. 5.--Population of central cities and adjacent townships in Muskegon County, 1960-1980.

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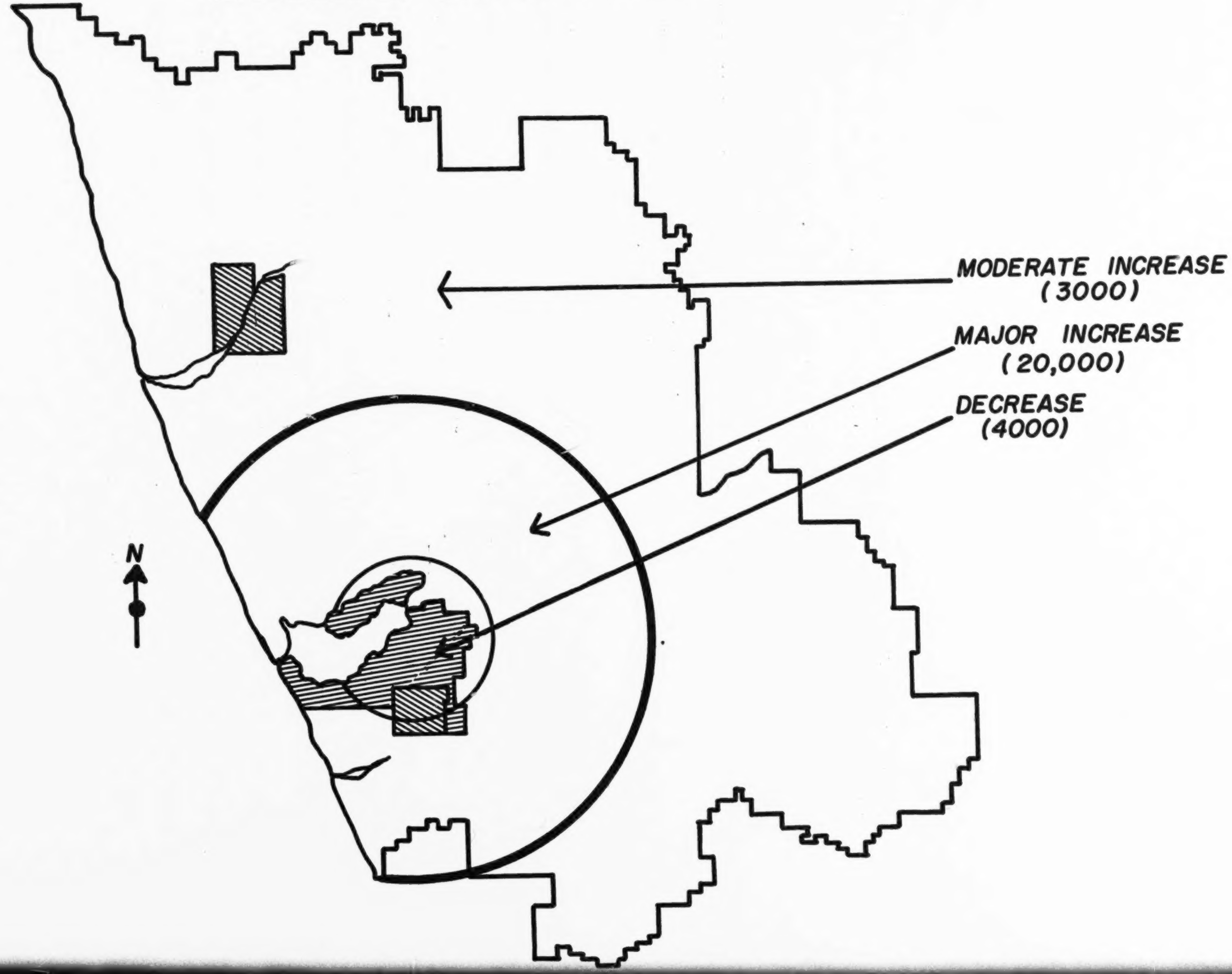
[1] as shown by 1960 census.

[2] as estimated, using actual counts as available.

[3] as projected in Preliminary Population Projections for Small Areas in Michigan, November, 1966, Michigan Department of Commerce.

FIGURE 6

PREDICTED POPULATION CHANGES, 1965-1980, IN MUSKEGON AREA INTERMEDIATE SCHOOL DISTRICT


MODERATE INCREASE
(3000)
MAJOR INCREASE
(20,000)
DECREASE
(4000)
N

	1960	1965	1970	1975	1980	Change over 20 years
Three Central Cities	69,892	67,819	65,095	63,964	63,882	- 6,010
Suburban Crescent	60,460	65,200	70,500	77,200	84,800	+24,540
Balance of County	19,591	19,502	20,272	21,264	22,824	+ 3,033
TOTAL	149,943	152,521	155,867	162,428	171,506	+21,563

Fig. 7.--Population Projections for three major divisions of Muskegon County, 1960-1980.

The balance of the county appears likely to show a population increase of slightly less than 3,000 persons by 1980. This increase is less than the anticipated decrease for the central cities area, and about one-seventh of the increase projected for the "crescent."

While no firm data are available for 1967, the data for 1965 and 1970 suggest that the total population of the crescent will exactly equal the total for the central cities one day late this year or early in 1968. As will be noted in Chapter 6 (Figure 11), the number of school children in the crescent has already passed the total in the central cities by more than 3500.

Figures 8 and 9 show interesting and highly significant changes in the age composition of the population in Muskegon County. Figure 8 presents a nearly current picture. It reminds us of the smaller number of preschool children, and suggests that some of our schools may shortly experience the first relief in enrollment pressures they have known in many years. The same picture reveals that young workers, those aged 20 to 35, are in relatively short supply. This may help to explain our present favorable employment picture. A further look reveals that a record

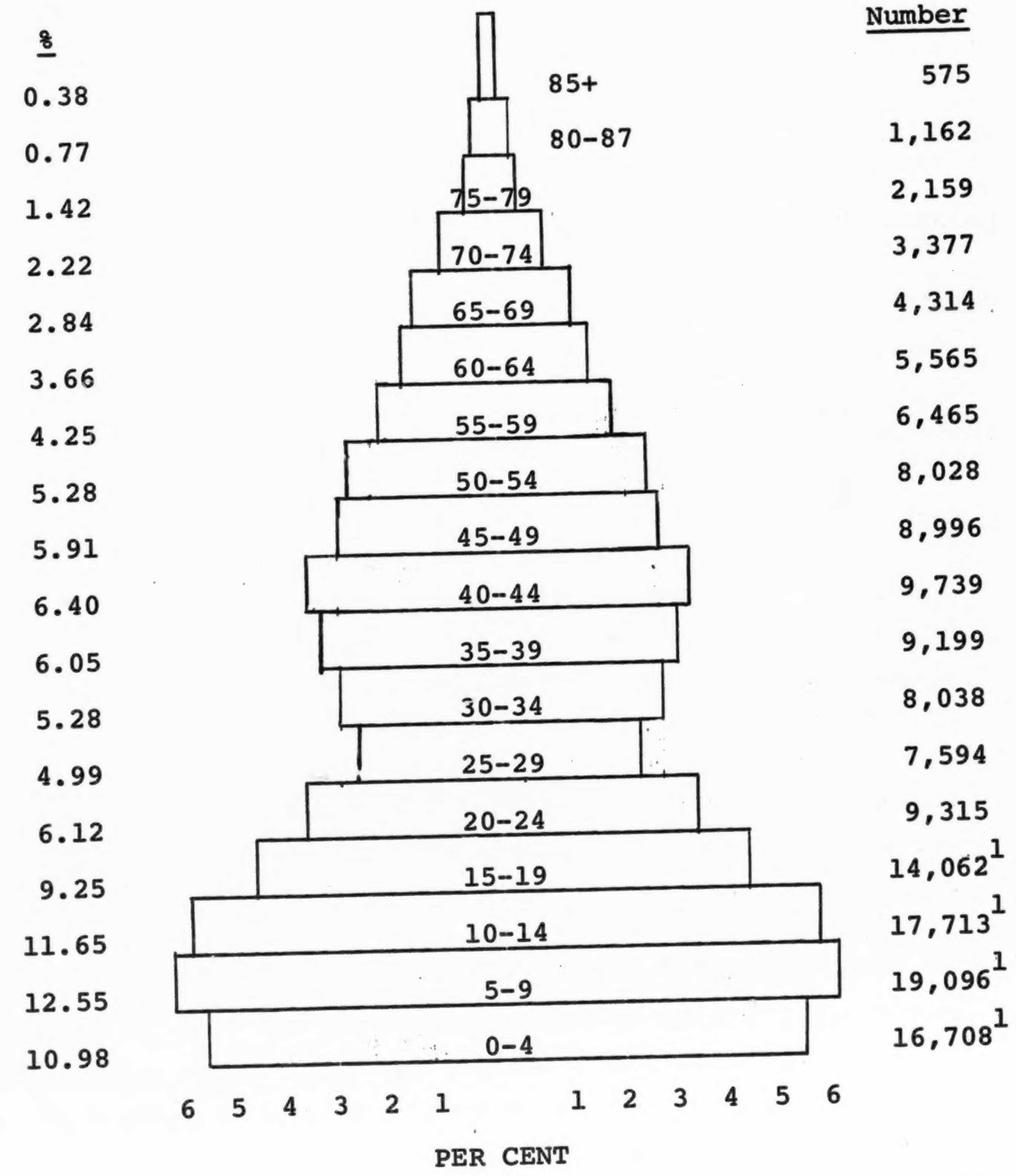


Fig. 8.--Age Composition of Population of Muskegon County, 1965.[2]

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[1] Corrected with 1965 School Census.

[2] Source: Michigan Population 1960-80, Michigan Department of Commerce, January, 1966.

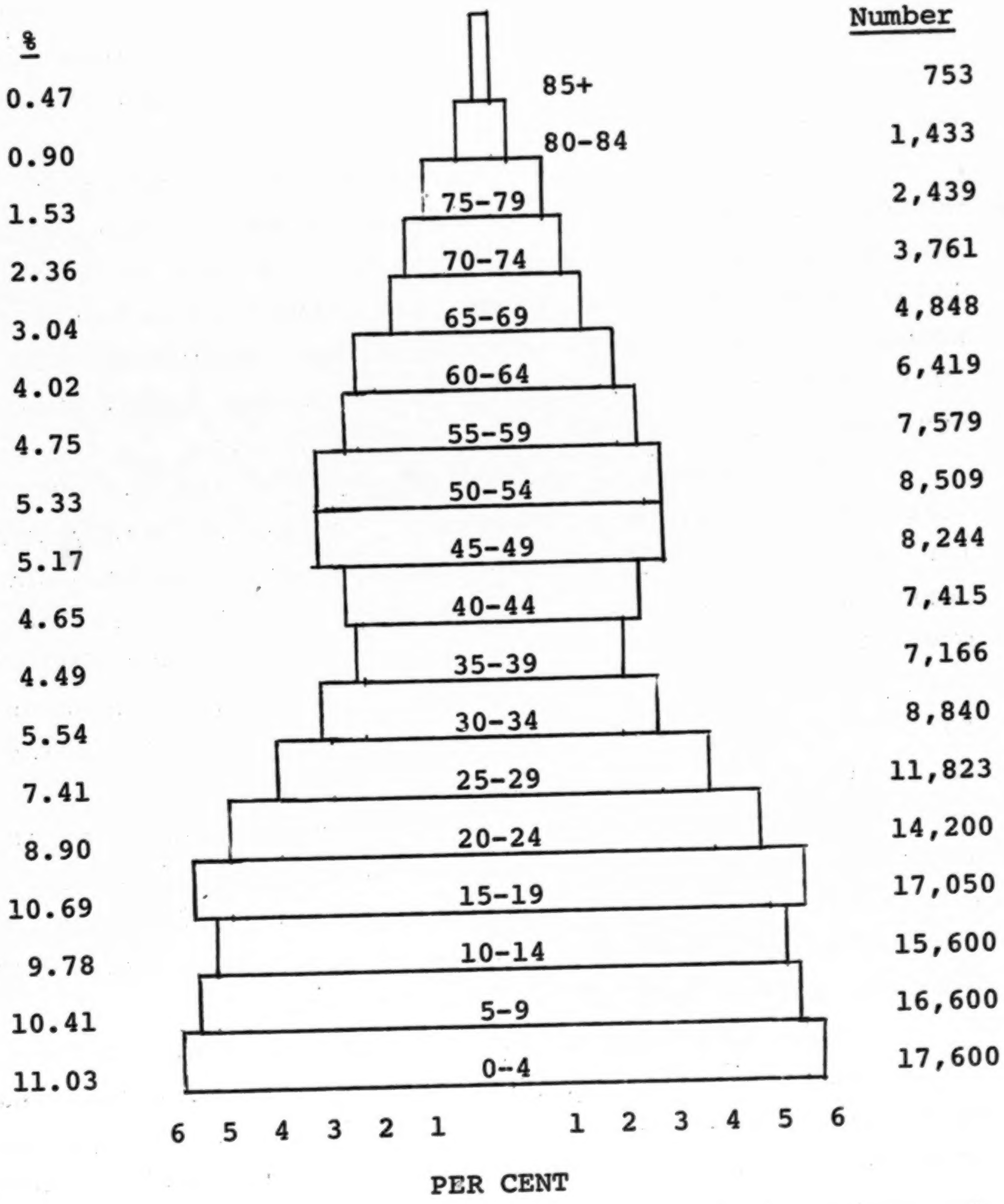

Fig. 9.--Age Composition of Population of Muskegon County, 1975.[1]

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[1] Source: Michigan Population 1960-80, Michigan Department of Commerce, January, 1966 (Corrected with 1966 School Census Data).

number of soon-to-be-employables is following close behind them. This may soon result in a much less favorable employment picture for young workers. Appendix D-1 shows the 1970 prospect.

Figure 8 promises a narrowing of the number of workers in the managerial age brackets and a surge of younger workers for whom jobs may be difficult to find in 1975. Figure 9 also suggests that elementary and secondary school enrollments will have stabilized considerably in 1975 and that the enrollments in elementary school will not have returned to the levels of this year.

The numbers of persons 65 years of age and over is likely to increase significantly. It is also likely that they will be concentrated in Muskegon City. Perhaps one person in ten, in the city of Muskegon by 1975, will be over 65 years of age and the number of school-age children will probably be considerably fewer than now. The needs for continuing education will, no doubt, be dramatically increased.

The population increase in the suburban crescent is likely to have a heavy proportion of young families within it. In spite of reduced birth rates, the school population is likely to increase at a slightly higher rate than the general population for the area.

The population in the crescent is likely to include both the better educated and the less well educated of the adult population. It will likely include vigorous home and community builders. Concerns about public issues and community improvement are likely to run very high, as will concerns for personal and family well being. The needs for continuing education in this area will surely not be less, but they are likely to be different in kind, than those in the central city.

There is little reason to predict major changes in the character of the population in the areas beyond the suburban crescent. Elementary and secondary school populations are likely to increase moderately. Needs for continuing education are likely to be widely varied and difficult to serve within these local communities. It will be important to develop links with CE programs conducted in the central city and the suburban crescent.

* * * * * * * * * * *

> Erratically and unevenly during the next twenty years, we will experiment with and begin to establish a multilevel educational system which will encourage those of any age to continue their education for both work and leisure from wherever they left off to wherever their abilities permit them to go.
>
> from The Next Generation
>
> by Donald N. Michael

CHAPTER 6

THE EDUCATION SYSTEM

Fifteen public school systems comprise the Muskegon Area Intermediate School District. Twelve operate grades K-12, two K-8, and one K-6. The intermediate district is roughly, though not perfectly, co-terminous with the county. There has been a proposal to merge all of these public schools into one district, though that proposal has not been adopted. About 9 of every 10 students attend public schools while the remaining 1 in 10 is served in one of sixteen non-public schools. This study proceeds on the assumption that the twelve K-12 districts and the community college are the basic operative units of public education in the area.

There are fourteen high schools. Twelve are public, four in third class and eight in fourth class districts, and two are non-public. There are eight proprietary schools including a business college, a school of technology, five beauty schools and a correspondence school branch.

Two major library systems, one city and one county, and a unit of the Cooperative Extension Service serve the area. Consideration is being given to consolidating the libraries into one system. The Cooperative Extension Service is closely linked in its operation with Newago and Oceana Counties to the east and north.

Muskegon County Community College, formerly a unit of the Muskegon Public Schools, is currently building and occupying a $10,000,000 campus at the east edge of the city. It serves the entire county plus a growing number of students, both youth and adult, from neighboring counties.

The K-12 Schools

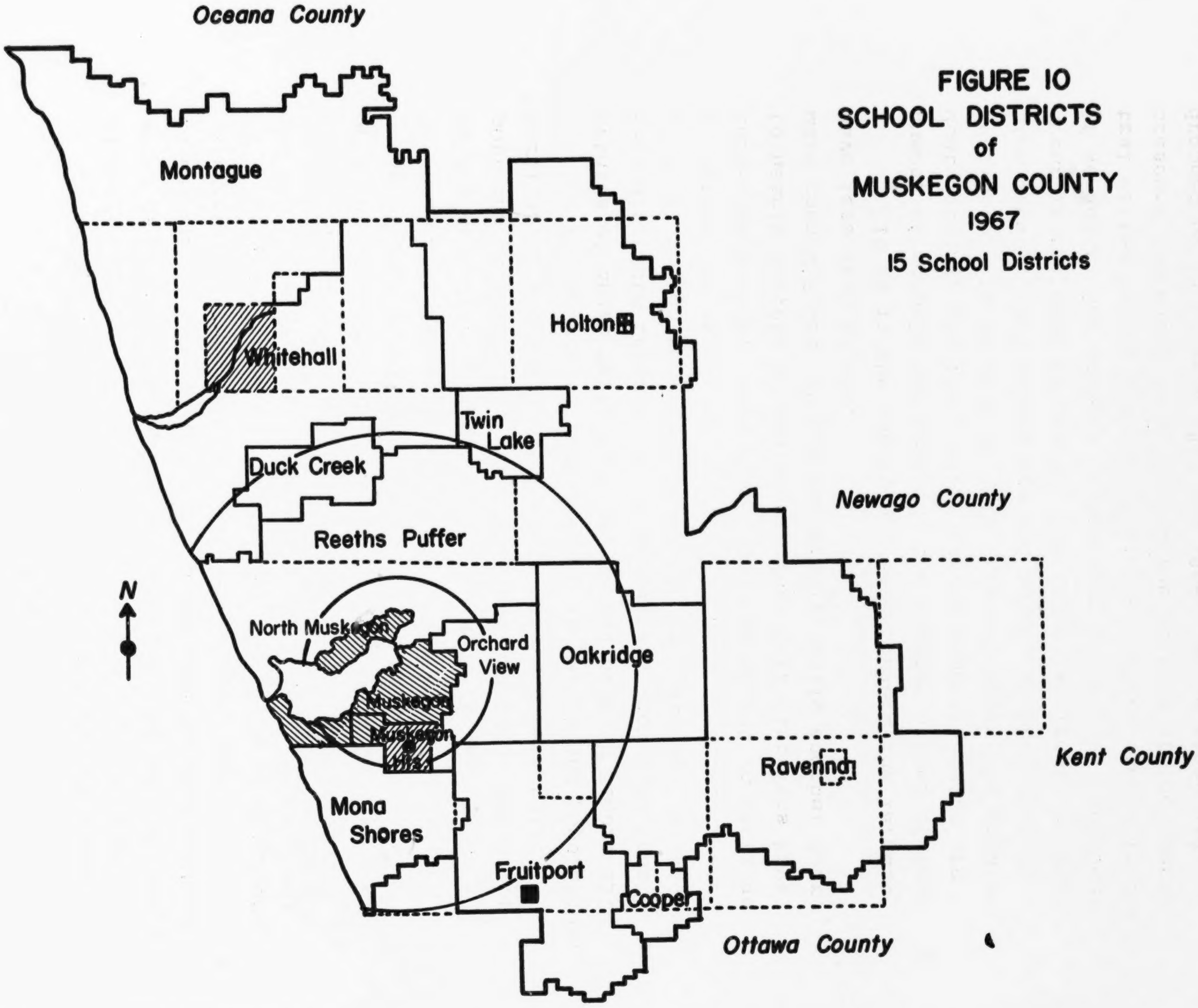
Since the public K-12 schools provide the basic education for most youth of the area and would likely serve as principal operating centers for much of continuing education for out-of-school youth and adults, this section is principally devoted to information about them.

Figure 10 shows location of the 12, K-12 districts, the two K-8 districts, Duck Creek and Cooper; and the K-6 district, Twin Lake. It also shows the central cities area and the suburban crescent identified in Chapter 5 as areas of population concentration and change. It should be noted that the crescent includes all of the districts of Reeths-Puffer, Orchard View, and Mona Shores, major portions of Fruitport, Duck Creek and Oakridge, and minor portions of Ravenna, Holton, Twin Lake and Whitehall.

The districts vary greatly in wealth and population. Details of these variations may be reviewed in Figure 11. K-12 districts range in total enrollment from less than 1,000 at Holton to more than 10,000 in Muskegon. Financial resources, as expressed by state equalized valuation per full-time member, range from less than $4,000 in Oakridge to nearly $22,000 in Montague. Four K-12 districts have more than $15,000 SEV per membership, while another four have less than $7,000.

It is in the suburban crescent where the largest number of schools are located, the largest number of students attend, and the lowest average support levels are available. It is also in this crescent where the population growth, both school age and total, is predicted to occur in the next 15 years. The trend is already evident. If we adjust for changes in district boundaries, the central cities school enrollment dropped by 781, those in the crescent increased by 1,214 and the balance of the county dropped by 59 between 1965 and 1966. While state aid

FIGURE 10
SCHOOL DISTRICTS
of
MUSKEGON COUNTY
1967
15 School Districts


Oceana County
Montague
Whitehall
Holton
Twin Lake
Duck Creek
Reeths Puffer
Newago County
N
North Muskegon
Orchard View
Oakridge
Muskegon
Muskegon Hts.
Kent County
Ravenna
Mona Shores
Fruitport
Cooper
Ottawa County

School Districts	Total Valuation (state equalized)	Total K-12 Enrollment	SEV Per Member
Muskegon	$162,755,695.00	10,428	$15,607
Muskegon Heights	45,162,220.00	4,561	9,902
North Muskegon	15,654,440.00	1,033	15,154
Total Central Cities	$223,532,355.00	16,022	$13,952
Duck Creek*	1,906,209.00	205	9,298
Fruitport*	20,363,074.00	3,753	5,426
Mona Shores	66,672,345.00	5,894	11,312
Oakridge*	8,502,722.00	2,157	3,942
Orchard View	30,816,167.00	3,624	8,503
Reeths-Puffer	59,949,762.00	3,954	15,162
Total Suburban Crescent	$187,210,279.00	19,587	$ 9,455
Cooper	410,474.00	51	8,049
Holton	4,847,539.00	934	5,191
Montague	31,082,885.00	1,432	21,706
Ravenna	9,702,418.00	1,417	6,847
Twin Lake	2,804,469.00	256	10,955
Whitehall	20,942,377.00	2,024	10,347
Total Balance of County	$ 69,790,162.00	6,114	$11,415
Grand Total for County	$480,532,796.00	41,710	$11,521

Fig.11.--Total state equalized valuation, total enrollments, and state equalized valuation per membership in school districts of three major divisions of Muskegon County, 1966.

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*These districts are only partially within the 5-mile crescent.

levels are adjusted to offset some of the inequities in financial supports, neither state aid nor other resources currently balance local resources to approach full equity.

Of special concern to those planning CE activities is the level of education adults have completed in formal schooling. Some data on this question are available from U.S. census reports. Further data are found in graduation and drop-out reports for the K-12 schools.

The census in 1960 found that nearly 13,000 persons 25 years of age and over in Muskegon County had not completed the eighth grade. Another 16,000 had completed eighth grade but had not entered high school. Another 20,000 had entered high school but had not graduated. Those numbers are for 1960 and they include only people 25 years old and over. Adjusting for the seven years since 1960 and the seven years between ages 18 and 25, we can conservatively estimate that an additional 15,000 adults in the county do not have a high school diploma.

There is great concern across the country about the fact that 2 out of 5 children drop out of school between kindergarten and graduation from high school and that drop-outs constitute almost one-fourth of those who enroll in grade nine.

Muskegon county's rate is higher. Dropout records have been compiled in Michigan for the past four years. In each of those years, Muskegon has ranked among Michigan's top ten counties in drop-outs with approximately one-third dropping out between freshman enrollment and commencement.

Figure 12 presents a detailed summary by school, grade and sex of drop-outs for 1965-66, the latest year on record. Data for earlier years are generally similar. Appendix D gives further data on the problem.

	Dropouts											Graduates	Enrollments
	9th		10th		11th		12th		Tot.	Tot.	Tot. B&G 9-12		
School	Boy	Girl	Boy	Girl	Boy	Girl	Boy	Girl	Boys	Girls			
Fruitport	8	0	8	1	4	8	10	4	31	13	44	147	619
Holton	1	1	5	2	5	6	1	2	12	11	23	62	255
Mona Shores	0	1	8	4	20	5	17	5	45	15	60	290	1489
Montague	0	2	5	1	10	3	3	2	18	8	26	102	453
Muskegon	19	10	44	34	63	37	31	19	157	100	257	575	2542
Muskegon Hts.	13	24	35	29	27	33	18	22	93	108	201	242	1131
N. Muskegon	0	0	0	0	0	0	2	2	2	2	4	165	395
Oakridge	6	8	11	5	5	10	--	--	22	23	45	---	363
Orchard View	2	3	8	6	4	6	4	4	18	19	37	224	942
Ravenna	3	1	5	3	5	6	3	8	16	18	34	106	450
Reeths Puffer	3	0	5	5	15	12	7	6	30	23	53	124	905
Whitehall	5	1	4	5	6	4	3	2	18	12	30	103	502
TOTAL	60	51	139	95	164	96	99	72	462	352	814	2140	10046

Fig. 12.--Muskegon Area Dropouts, Graduates, and Enrollments on the 1965-66 School Holding Power Report.

School	9-12 Enrollment	Graduated	Drop Outs	% for year	% per class
Fruitport	619	147	44	6.9	27.6
Holton	255	62	23	9.1	36.4
Mona Shores	1489	290	60	4.0	16.0
Montague	453	102	26	5.8	23.2
Muskegon	2542	575	257	10.1	40.4
Muskegon Heights	1131	242	201	17.8	71.2
N. Muskegon	395	165	4	1.0	4.0
Oakridge	363*	---	44	12.1	36.3
Orchard View	942	224	37	3.9	15.6
Phillips	50**	---	1	---	----
Ravenna	450	106	34	7.6	30.4
Reeths Puffer	905	124	53	5.9	23.6
Whitehall	502	103	30	6.0	24.0
Total Area	10,112	2140	814	8.05	32.2

For area as a whole--2 dropouts for each 5 graduates

Fig. 13.--Numbers of students enrolled, graduated, and dropped out, and percentage drop-out rate for each area high school, 1965-66.

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*Three grades: 9, 10, 11.

**One grade: 9.

Data from reports submitted by each school to Michigan State Department of Education

	62-63	63-64	64-65	65-66	Average
Fruitport	ND[1]	ND	27.76	27.6	27.68
Holton	37.24	24.52	31.88	36.4	32.51
Mona Shores	ND	ND	15.60	16.0	15.80
Montague	14.36	6.88	8.52	23.2	13.24
Muskegon	30.80	37.08	34.28	40.4	35.64
Muskegon Heights	46.52	37.56	50.20	71.2	51.37
North Muskegon	12.60	10.56	7.28	4.0	8.61
Oakridge	ND	ND	4.92	36.3	20.61
Orchard View	ND	21.36	12.24	15.6	16.40
Ravenna	43.96	28.08	24.88	30.4	31.83
Reeths Puffer	24.44	19.64	18.12	23.6	21.75
Whitehall	26.56	28.40	22.52	24.0	25.37

Fig. 14.--High school drop outs as percentage of graduating classes from Muskegon Area High Schools, 1962-1966.[2]

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[1] No data available.

[2] Data from reports submitted by schools to Michigan State Department of Education.

Figure 13 presents, for 1965-66, enrollments in the four high school grades, the numbers graduated and dropped out, and the percentage of the year's total high school enrollment and of the graduating class which drop-outs represent for each school. It reveals that in all schools 2,140 students graduated and 814 dropped out. For every 5 graduates there were 2 drop-outs from county high schools a year ago.

A summary of percentage rates of dropping out by school and year makes up Figure 14. It provides a brief view of trends over the past four years.

In Conclusion

If we recall that in the county there are more than 60,000 adults and out-of-school youth without high school diplomas; if we contemplate the predictions of economists and employers, that by 1975, a high school diploma will be the minimum credential for entry to all but 5-8 percent of jobs; if we believe the population projections of Chapter 5 showing the population "bulge" of new workers soon to be seeking jobs; and then observe 800 drop-outs each year from our high schools; it is difficult to escape the conclusion that a massive increase in work lies just ahead--for either adult high schools or social welfare agencies!

It would be comforting but treacherous to believe that the many workers now employed will continue on their jobs. Many of them cannot. Increasing numbers of them will almost surely be laid off--their jobs in many cases abolished--and at middle life or later they will be seeking new jobs--most of which will demand a high school education.

If predictions are correct, middle-aged and older workers in higher level positions will be in very short supply. At the same time, large numbers of older workers with low levels of education will be unemployed. Lack of education will stand between men in need of jobs and jobs in need of men; and the problem will likely exist in proportions we have not yet imagined.

The outlook is threatening. But it need not be permitted to catch us unaware. We can meet it before it arrives if we use resources now in our hands. The high schools, community college, vocational center and other continuing education agencies have here one of several major opportunities to serve the present and protect the future.

* * * * * * * * * *

> In the next two decades foreign-made products, especially European, Russian, and Japanese, will increasingly compete with ours in quality and quantity both here and abroad. . . To meet this compeition American business will have to place greater stress on efficiency . . . , greater application of automation and computers.
>
> To help meet the very serious situation of too few skilled workers and too many unskilled without work, training and retraining very probably will be practiced on an ever larger scale.
>
> from The Next Generation
>
> by Donald N. Michael

CHAPTER 7

EDUCATION IN COMMUNITY AGENCIES

Continuing education is not confined to schools, colleges and other "educational institutions." The fact is that educational institutions for adults and out-of-school youth may be employers, churches, unions, military service schools, correspondence schools, community agencies, or a host of voluntary associations as likely as schools and colleges. The form of continuing education may be a course taken for credit, intensive study without either teacher or classroom, informal instruction on the job, dancing school, a correspondence course, instruction by a social worker or public health nurse, or a great books discussion group in the public library.

A national study of the continuing education activities of adults in the United States was conducted in 1962 and published in 1965.[1] Twenty-five million adults (about one in every five in the country) were, at the time of the study, actively involved in continuing education programs. About 6,800,000, or more than one fourth, were earning academic credit. The credit may have been toward elementary school certificates (almost none), high school diplomas (about 8%), a first college degree (about 23%), an advanced college degree (about 19%), or a certificate or diploma offered outside the "regular" educational system (about 50%). While these percentages might be different for Michigan in 1967, they would probably show a significant part of continuing education for credit being done in institutions other than schools and colleges.

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[1] John W. C. Johnstone and Ramon J. Rivera, Volunteers for Learning, (Chicago: Aldine Publishing Company, 1965).

The Johnstone study looked at the question in another way also. It asked adults who were taking courses (not necessarily for credit) at the time of the study to report the institutions from which the courses were being taken. The responses are summarized by number and percentage for major categories of institution in Figure 15.

This summary reminds us forcefully that all of the adult courses of all elementary, secondary, and college level schools, public and private, constituted only 40% of the courses taken by adults in 1962. Interestingly, churches and synagogues were credited with the highest number of offerings. (It must be noted that the study involved courses, not sermons and ordinary Sunday School activities.)

Continuing education in less structured forms than courses and credit programs is difficult to locate and count. It is reasonable to assume, however, that an even higher proportion of the less formal programs is to be found going on in the "non-school."

Continuing education is not, nor should it be, confined to schools. Throughout every metropolitan community are churches, unions, service clubs, industries and businesses, womens clubs, professional societies, cultural associations, and voluntary groups who deliberately undertake CE programs. Some, like the League of Women Voters, exist for no other purpose. Others like churches, industries and unions conduct excellent programs, sometimes in support of their other purposes and sometimes with CE as their primary purpose.

Muskegon County has many institutions and groups who make or could make important contributions to the quality of personal and community life through CE. A quick survey, admittedly incomplete, finds CE interest and activities in several major areas.

Sponsoring Institution	Estimated Number of Adults Served in Continuing Education	Percent
Churches and Synagogues	3,460,000	21
Colleges and Universities	3,440,000	21
Community Organizations	2,450,000	15
Business and Industry	2,040,000	12
Elementary and High Schools	1,920,000	12
Private Schools	1,220,000	7
Government Agencies	1,180,000	7
Armed Forces	580,000	4
All other Sponsors	250,000	2
Total of Estimates	16,560,000	101[1]

Fig. 15.--Estimated numbers and percentages of adults enrolled in continuing education courses of various sponsoring institutions in United States, 1962.[2]

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[1] Error due to rounding.

[2] Adapted from Table 3, 14, Estimates of Courses Attended at Different Sponsoring Institutions, in Johnstone and Rivera, Volunteers for Learning. (Chicago: Aldine Publishing Company, 1965), p. 61.

The Business and Industrial Community

The labor force of 60,000 is employed by 6,000 separate concerns. About half work in 600 firms, about 70% of which have some form of in-plant training or education program. These range from informal induction training through apprentice or formal on-the-job training (OJT), to highly developed reading programs, seminars, and formal study leaves for managerial personnel.

The Muskegon Area Development Council (MADC) cooperates actively with its members, with educational institutions, and with special groups. Through its Human Development Division it sponsors a series of Neighborhood Improvement Associations and their education programs in low-income areas. It supports the Community Schools project, conducts training programs for employees of commercial and retail establishments, and assists in leadership development efforts.

The Muskegon Manufacturers Association includes in its membership most of the major employers of the area. It actively encourages continuing education for workers at all levels. Chambers of Commerce exist in communities throughout the area, and several trade associations have area-wide membership. For several of these education is a principal function.

The Cooperative Extension Service provides educational services to farmers, agricultural organizations, farm service businesses of all sorts, and resource conservation groups.

Max Petersen, Director of the Government and Education Division of MADC estimates that nine out of ten jobs in the county now require a high school diploma or higher education. He also estimates that "about 50% of all positions require some type of continuing education effort."[1]

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[1] Letter from Max D. Petersen, June 27, 1967.

The business and industrial community has much to gain and much to give in an area-wide system of CE.

Churches and Faith Based Associations

In the county there are more than 150 Protestant and Catholic churches, one Jewish Synagogue, YMCA, YWCA, Knights of Columbus, City Rescue Mission, Salvation Army, Gospel Chapel, Youth for Christ, and B'nai B'rith. There is also a County-wide Council of Churches in its first year with a full-time director and including within its membership both Protestant and Catholic churches (one of the first in U.S. to do so).

YMCA, YWCA, K of C and B'nai B'rith all are affiliates of national bodies who have a strong history of involvement in education for adults and out-of-school youth. They have foundations upon which to build vigorous and greatly needed continuing education programs.

Churches vary greatly in the scope and character of their CE activities. Some concentrate upon instruction of members in the creeds and doctrines of the denomination. Others, identified generally as "liberal," in addition to instruction of members in church doctrine, are actively concerned with the "responsibility of the total man and his environment."[1]

Among Muskegon Area churches and faith-based associations (FBA) whose continuing education efforts have come to the attention of this study are: First Congregational, St. Mary's Catholic, Central Methodist, Temple Methodist, several Lutheran, YMCA, YWCA, and the many who have participated in "Living Room Dialogues" during the past year. Several have made facilities, membership lists, and direct assistance available in support of various CE programs for disadvantaged adults and out-of-school youth.

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[1] Phrase borrowed from the Reverend Mr. Mel Holtz, letter dated June 23, 1967.

In an area-wide CE system individual churches, FBA, and the County Council of Churches have much to contribute and can gain much strength in contributing.

Professional Societies

Practically every profession confronts serious problems of keeping up with current developments in the field. Therefore, continuing education becomes a major function of society programming, and a major task of each society executive. Its content may be highly technical and related exclusively to the professional specialty; it may be concerned with legislation or community problems; or it may be, in significant degree, liberal education.

Much of the education is directed inward upon the membership. Some of it is directed outward to the general public or particular segments of it. Much of it is generated within the group itself either locally or at state or national levels. Some of it is imported from colleges or universities or from other professions.

Many professional workers have only the minimum entry credential for their work and desire to continue their study to higher levels for further accreditation, salary and position advances, or simply to satisfy demands of the person or of his job.

Continuing professional education can be greatly improved in Muskegon by building into the area system facilities, professional services, and administrative machinery for advancing it. Involving them in the CE system can both serve and utilize the professional societies and their members.

Creative and Performing Arts Group

This important sector of community education is discussed in detail in Chapter 17. It serves with considerable excellence a portion of the community.

With growing amounts of discretionary income among all but the disadvantaged, and of time among most citizen groups, the contributions of voluntary groups to continuing education in the arts can be enormously expanded. As county-wide planning and programming proceed the rich experience of established groups can be of great assistance to new ones.

Health and Welfare Agencies

Education is a major auxiliary function of many public and voluntary agencies. Departments of government concerned with health, social welfare, law enforcement, courts, and rehabilitation all are increasingly involved in education. Such groups as the Heart, Tuberculosis and Respiratory Disease, Muscular Dystrophy, Cystic Fibrosis, Better Hearing, Cancer, and similar Associations, the March of Dimes, and American Red Cross all support education and employ it. The United Appeal and its Planning and Research Council are intimately related to it.

The official welfare agencies often find that their primary functions cannot be performed without use of education. It becomes a necessary complement to financial aid, health services, law enforcement, employment and similar forms of assistance.

The new federal programs, directed to the solution of problems of employment, chronic illness, poverty, and related social problems are heavily interlaced with education efforts for both adults and youth. Community Action Against Poverty (CAAP), whatever else it may be, is a potentially significant program of continuing education. The same is true of Job Corps, Head Start Parents programs and similar attacks upon "cultural disadvantage."

It may be predicted that as local agencies, schools and others, are effective in serving educational needs of all citizens the management of education will remain principally a local function. As they fail to do so, the focus of decision and management will likely move to other levels of government.

Labor Unions

The overwhelming majority of workers in the Muskegon area, as elsewhere, are employees. The proportion of "self-employed" is decreasing. Most of these employees are affiliated with locals of craft and industrial unions. Few groups in society have greater stake in education and few support it more vigorously at all levels.

For their own members, unions promote apprentice training, economic and public affairs education, leadership training, basic education, liberal education, leisure time activities, and more, in a very broad range of educational and recreational activities. They cooperate with churches, schools, colleges, libraries and others in community education projects. Their halls are available for meeting places and their officers for promotion of worthy CE efforts.

A new project involves adult basic education and adult high school classes offered in union halls. Similar linking relationships are practiced with health departments, welfare agencies and law enforcement officers.

As CE is systematized and expanded in Muskegon County, labor unions represent a major source of students, facilities, experience and support. They should be fully tied in to the system and their contributions should be encouraged and utilized.

Other Voluntary Associations

The number of voluntary groups who serve the basic purposes of CE is legion. Toastmasters and Torch Clubs, League of Women Voters, Parent Teacher Associations, Child

Study Clubs, Management Clubs, Urban League and NAACP, the Society for Training and Development, and others regularly conduct very orderly and respectable programs of CE.

Other groups like service clubs, womens clubs, golden age groups, flying clubs, veterans groups and fraternal societies give varying degrees of emphasis to education. Some of their work is excellent; some of it is very casual; occasionally it represents miseducation. The educating power of voluntary associations is great indeed. Improved human relations and neighborhood improvement may be served by it; our religious beliefs and political persuasions are strongly supported by it ; racial hatred and mistrust may be fostered by it; the excellent and untiring effort of civic leaders to realize community potential is usually a product of it. It is largely true, as often observed, that "first we build our associations; then they build us."

The noted author, Pearl Buck, speaks an important message to program chairmen of voluntary associations:

> The persons who have the greatest scope of influence today are the program planners. I wonder if they know this? I doubt they do. As I study the programs of many organizations and their content, I cannot believe that those who make them know their own potential usefulness. There is no time today for the trivial, the childish, immaterial program. Every hour that people are willing to give to come to a class or a meeting ought to be most carefully used and planned to give the utmost in accurate information, presented in the most interesting way. We have no time to waste, as a nation. There is little time left, in the world. It is true that our people as a whole do not realize the danger of being uninformed or misinformed, but it is the duty of the program planner to let them know. He has to combat not only ignorance but the reluctance of the average mind to be informed rather than amused. It is an old educational truth that nothing is taught where there is not the will to learn. The program planner must learn the skillful art of giving the people what they need to know and indeed must know, while he is giving them what they want. It takes a high integrity, a profound knowledge of people and where they are, as well as the techniques of popular education, to be a good program planner.

In Conclusion

Continuing education is, in many ways, a function of community life. All agencies and associations participate in it. Some do so unintentionally and accidentally; others do it deliberately, and as a part of their total task.

A CE system for Muskegon County cannot ignore the role of community agencies for they will continue to function within or without the system. If maximum progress is to be made and maximum good to be accomplished the various agencies must be aware of each other, mutually supportive of their common purposes, and responsible in their educating roles.

* * * * * * * * * * *

> Most Americans honor education; few understand its larger purposes. Our thinking about the aims of education has too often been shallow, constricted, and lacking in reach or perspective. Our educational purposes must be seen in a broader framework of our convictions concerning the worth of the individual and the importance of individual fulfillment. It is now time to insist that this larger framework be universally explored and understood.
>
> In a sense this is an obligation we owe to those great shapers of the Western tradition who taught us the importance of individual fulfillment. They gave us the blueprints for a cathedral, but a good deal of the time we insist on referring to it as a tool shed. Now, while the nation is reexamining its aims in education--now is the time to see our purposes in a larger perspective.
>
> --John W. Gardner

CHAPTER 8

AREA INTEREST IN CONTINUING EDUCATION

The two CEC surveys conducted in 1965 produced data which deserve close attention. Figure 16 summarizes findings from both surveys. Chapter 2 reported further data.

The first survey included adults who lived outside Muskegon and were taking one or more courses at the community college. Of 333 who responded, about 90% were taking only one course. They came from as far as 63 miles though 92% lived within 15 miles. Two-thirds of them expressed a wish for continuing education opportunities nearer their homes, presumably in local schools. Finally, 90% declared their intent to continue with additional education. This sample, as small as it was, seems to speak loudly for widely available and continuing opportunities for adults to pursue part-time education.

The second survey speaks even more loudly. It involved parents of fifth grade children, a reasonably representative sample of established, mature adults, county wide. It may be assumed that none of those who responded were enrolled anywhere in what they considered to be adult education; at least none reported enrollment when asked. Fifty-three percent of those who responded, declared they "would be interested in such a program." They listed a total of 79 subjects they would wish to study.

If the sample were fully representative of all adults and out-of-school youth (which it is not; though it will serve our purpose), and if there are 100,000 adults and out-of-school youth in the Greater Muskegon Area, then

School District or County	Enrolled at Community College			Not Enrolled Anywhere			Total Number Interested
	Intend to Continue	Intend Not to Continue	Percent Intend to Continue	Interested in Adult Education	Not Interested in Adult Education	% Interested in Adult Education	
Mona Shores	69	8	89.6	111	125	47.0	180
Muskegon Hts.	46	7	86.5	112	57	66.3	159
Reeths-Puffer	26	5	83.9	41	31	56.9	67
Orchard View	17	1	94.4	32	60	34.8	49
Fruitport	11	1	91.7	35	34	50.7	46
Holton	6	0	100.	37	13	74.0	43
Whitehall	20	4	83.3	19	14	57.6	39
N. Muskegon	15	1	93.8	9	18	33.3	24
Oakridge	10	1	90.9	13	8	61.9	23
Montague	6	0	100.	7	14	33.3	13
Ravenna	5	0	100.	7	6	54.6	12
Ottawa County	27	4	87.1				27
Newago County	4	1	80.0				4
Kent County	3	0	100.				3
Oceana County	3	0	100.				3
Mason County	2	0	100.				2
Totals	270	33	89.1	423	380	52.7	693

Fig. 16.--Interest in Continuing Education Expressed by Two Samples of Muskegon Area Adults, Ranked by School District or County, 1965.[1]

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[1] Each sample was taken outside the City of Muskegon; thus no Muskegon City residents are believed to be included.

something approximating 50,000 persons might answer affirmatively the question: "Would you be interested in a program of continuing education if offered?"

It was such observations as these which required that the preliminary studies be taken seriously and that this extended study be conducted.

* * * * * * * * * * *

> What we need first of all is the conception of individuals which far transcend any popularly held idea of education. Education in the formal sense is only a part of the society's larger task of abetting the individual's intellectual, emotional, and moral growth. Learning for learning's sake isn't enough. Thieves learn cunning, and slaves learn submissiveness. We may learn things that constrict our vision and warp our judgment. What we must reach for is a conception of perpetual self-discovery. Perpetual reshaping to realize one's goals, to realize one's best self, to be the person one could be.
>
> This is a conception which far exceeds formal education in scope. It includes not only the intellect but the emotions, character, and personality. It involves not only the surface, but deeper layers of thought and action. It involves adaptability, creativeness, and vitality.
>
> And it involves moral and spiritual growth. We say that we wish the individual to fulfill his potentialities, but obviously we do not wish to develop great criminals or great rascals. We wish to foster fulfillment within the framework of rational and moral strivings which have characterized man at his best. In a world of huge organizations and vast social forces that dwarf and threaten the individual, we must range ourselves whenever possible on the side of individuality; but we cannot applaude an irresponsible, immoral or wholly self-gratifying individuality.
>
> --John W. Gardner

PART III

HISTORICAL, LEGAL, FISCAL BACKGROUNDS

Chapter

9 In Historical Perspective

10 Financial Resources for Continuing Education

11 Legal Bases of Continuing Education

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> It is possible that we are now witnessing . . . the birth of a third great educational force of far-reaching consequences. . . . This third innovation is adapting civilization to a new technological era, the ultimate consequences of which stagger the imagination. Nor is this merely an adjustment to mechanical wonders. It is an integration of new technical skills with revitalized human relationships, envisaging a world augmented not only in material comforts but, far more important, in spiritual values.
>
> from Harold F. Clark and
> Harold S. Sloan
> Classrooms in the Factories

Chapter 9

IN HISTORICAL PERSPECTIVE

Deliberate efforts on the part of adults to educate themselves can be traced through the entire history of civilization. Leaders and free men, those who have directed political, commercial, artistic and religious life, have always continued their education. They have done it through councils, literary societies, correspondence, clubs, fairs, lyceums, and association with men of learning; or, more recently, through formal participation in planned programs of continuing education.

In simple and integrated societies, the education of the few benefited, either directly or through the practical decisions of the day, the many who served and depended upon them. As societies became industrialized, specialized and segregated, the benefits of learning for privileged citizens did not necessarily serve the interests of all about them. In fact, as servants and slaves moved to become free men, the decisive factor in gaining and holding freedom often proved to be education; and a decisive factor in maintaining them in states of dependence and servitude was often the denial of it.

In our nation, early political progress came largely through education. Exchanges of letters, public debates, early newspapers and similar means of informing minds and cementing wills built a popular readiness to declare and defend independence. Social and economic progress in our first century was directly associated with the free circulation of ideas, with voluntary associations dedicated to study, and with the deliberate development of special competencies in science, industry and politics within a relatively small portion of society.

At mid-nineteenth century growing sectors of the population, separated and sometimes alienated from the better educated, sought access to learning. The Morrill Act established colleges to serve the unserved. The U.S. Office of Education was established out of concern for the "have-nots." A "Freedman's Bureau" was established to bring education and its benefits to former slaves and poorer whites. None of these efforts prospered during the century. Public funds were scarce; political power lay in unfriendly hands; and other issues occupied the minds of leaders. The Freedman's Bureau starved for lack of resources. The Office of Education was reduced in status and function and restricted in budget and personnel. The land-grant colleges struggled and several nearly died. Efforts to provide federal resources for public schools were made but none succeeded. Public high schools did not gain firm legal status even at state and local levels until the late 1880's.

Early in the 20th century all this began to change. The land-grant colleges grew in strength and service and developed a nationally-coordinated program of adult education, the Cooperative Extension Service. Compulsory attendance in high school dates from the 1930's. Public school adult education had its practical beginning just before 1920 with war-inspired vocational education, and immigrant-required programs of Americanization. In the depression of the 1930's broad programs of liberal, general, and vocational adult education were undertaken, and a national commission pointed to pressing needs for permanent programs for the education of adults and out-of-school youth. Emergency war manpower training programs were mounted in the early 1940's. The largest national effort to date, the Serviceman's Readjustment Act or "GI Bill," provided college, on-the-job and other forms of education for a generation of young adults, many of us included.

An experimental effort to stimulate local programs of adult education in Michigan was launched in 1946 by the legislature. Foundation funds were also provided to encourage liberal and public affairs adult education. Both ventures met with modest success; but as "seed money" was withdrawn the projects have dwindled. Most have died. In 1955, one project, the Michigan Library Community Project, selected Muskegon as the pilot community for a program ". . . to help plan the library adult education activities that would be carried out on a state-wide basis in conjunction with the pilot library's program." In the afterword of her report, the director of that project wrote,

> Adults in Michigan will discover more and more that the changing world is leaving them behind as informed citizens unless they conscientiously and purposefully use all the resources at their command to continue their education.[1]

A national study[2] published in 1965 testified to the hunger of adults for continuing education. It reported that in the year ending in June, 1962, more than 25,000,000 adults (more than 1 in 5) in America undertook some systematic program of continuing education. It estimated that "just under one-half of the total adult population might be seriously considered as potential participants." More than 3 in 5 adults of the scientifically drawn national sample reported that they had at some time enrolled in a credit or non-credit continuing education program. The same study revealed that fewer than half of the programs were offered by any kind of school or college.

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[1] Muriel Fuller. The Michigan Library Community Project: A Library Adult Education Project, 1955-1960, page 97.

[2] J. W. C. Johnstone and R. J. Rivera. Volunteers for Learning. (Chicago: Aldine Publishing Company, 1965).

Here we stand in the late 1960's. A century of effort to include continuing education as part of our total education enterprise has produced only modest results. In retrospect it is clear that the efforts have been sporadic, often stimulated by emergencies and neglected when they passed. Rarely have three essential elements, careful planning, institutional commitment, and sustained support, been joined. There are exceptions. As an example, the Cooperative Extension Service for more than a half century has had continuous and cooperative planning, major commitment of state, local and national resources, and consistent support. It is generally acknowledged to have profoundly influenced the productivity of American agriculture, the quality of rural family life, a number of public policy decisions, and the nature of communities across rural America. It serves another function: it demonstrates what can be accomplished through adult education with careful planning, institutional commitment and sustained support.

It is clear to thoughtful observers that vigorous new efforts in continuing education are essential to the strength of our nation, the economic and spiritual health of our communities, and the welfare of individuals and families. Hot wars and cold wars, Sputnik and the ensuing space race, dramatic shifts in employment patterns, decaying cities, rising crime rates, intergroup tension, and critical questions of public policy impress upon us the urgency and difficulty of being fully informed. Rising incomes, increased amounts of discretionary time, increasingly adequate educational facilities, improved health and longer life, a growing desire to study and to know, rising interest in art, music and literature, and the emergence of education as a major growth industry, impress upon us that continuing education on a massive scale is possible and will likely develop. The pattern of its development and the quality of its services hinge upon the decisions of educational and other community leaders.

Within this decade, federal and state governments have entered boldly into the education enterprise at all levels. Federal resources have been made available and guidelines developed. Most engagement is through established state and local education agencies; some of it is directed to new institutions; and some of it is allocated through contracts with profit or non-profit corporate enterprises. There is proclaimed an attempt to alleviate social ills through education, with major focus upon adults and out-of-school youth.

The Michigan legislature has made "State Aid" allotments available for adults who wish to complete elementary and high school education. The State Department of Education, reorganized in the past three years, has appointed three full-time consultants in adult education. Serious need for further support of adult education is acknowledged and additional emphasis will almost surely be given.

The three elements, careful planning, institutional commitment, and sustained support, continue essential to the healthy development of continuing education. Provision of these three elements hinges upon major policy decisions. Those decisions are being made at national and state levels. They are being made in major corporate industries and in many voluntary and professional associations. The level of greatest significance, and the level where action is yet to be taken in most cases, is at the local community level. That is why this effort in the Muskegon area is one of pioneering and major significance.

CHAPTER 10

FINANCIAL RESOURCES FOR CONTINUING EDUCATION

An Evolving Pattern

If there is a principle that guides the distribution of responsibility for financial support of education, it would seem to be: Those who desire that it be provided are those who carry or share the burden of its support. This principle seems apparent in the development, over the years, of the support of childhood and youth education; it also appears as continuing education develops for out-of-school youth and adults. First individual families, then churches and charitable societies, later guilds and commercial enterprises, more recently cooperative and fraternal groups, and much more recently, governments have carried or shared the load.

The conviction that education of the individual is of concern to the general public and, therefore, merits public support is a relatively recent idea. While elementary schools have been provided at public expense since colonial times, required attendance at them can be traced back only a century in most states. Universal public support of high school education is less than 50 years old. Community colleges, in the past few decades, have made higher education with essentially full public support available to many older youth and adults.

Continuing education seems to be following--at some distance--the same evolutionary pattern. As public support for youth education was once reserved for "pauper schools," it now is found most active in CE programs for "disadvantaged adults." As support of childhood and youth education has moved from the elementary grades to at least the community college level, support of adult education has moved from programs for "immigrants and native illiterates" to state support through high school graduation for any adult. The awareness that all of society profits when children are educated, and suffers when they are not, is coming clear with respect to adults. This new clarity is reflected in legislation at both state and federal levels--legislation adopted in this decade.

The picture at this particular time is mixed and confusing. The heaviest burden of support still lies on individuals who desire education, and on churches, industries, and other corporate bodies who desire it for them. Government support, local, state and federal, has been dramatically increased within the past five to ten years. As noted in chapter 9, earlier government support at both state and federal levels, was sporadic and categorical. It encouraged continuing education as a way of dealing with local or national problems, or as a way of assisting the disadvantaged. There is reason to believe that this pattern will change.

For purposes of this study, a review of alternative sources of financial support for continuing education will be useful.

Individual Student Fees

The most common source of fiscal support for CE in both private and public agencies is the individual student fee. The fee may range anywhere from a nominal $1 to many hundreds of dollars depending upon the cost and status of the CE program. It may be paid by the adult student himself or by his employer, club, church, or welfare agency. Numerous CE programs operate with no other major source of revenue than fees.

Financing from fees has certain distinct advantages: (1) It gives freedom to expand programs without the delays of budget allocations, grant proposals, and other alternatives, (2) it permits flexibility and innovation, and (3) it permits participating students to contribute to a program in which many of them fervently believe.

Financing from fees also has major disadvantages: (1) It tends to favor "winners" and to handicap "losers," (2) it tends to discriminate against the lower paid worker, the aged, the handicapped and the dropout, (3) it tends to multiply highly popular programs, and to penalize or eliminate more socially significant ones.

Local Tax Support

As revealed in Appendix G, local boards of education, intermediate school districts, community colleges, libraries, and county boards of supervisors are all authorized by law to receive and expend taxes or other public funds for the support of adult and out-of-school youth education. Especially are the K-12 school districts and community colleges free to employ any resources at their command in any form of CE program they deem to be worthy. In addition to revenues from local tax sources, these institutions have access to state and federal contributions, and are free to accept gifts or grants from any source for the support of CE programs. The intermediate board of education has access to most of these same sources of funds. However, its legal authority to conduct programs in its own name is quite obscure. The Cooperative Extension Service receives partial support from local tax revenues and draws upon services financed from state and federal monies.

State Aid

Several forms of financial assistance for CE programs are available through the State Department of Education. Chief among these are: (a) regular per-member aid for adults who are pursuing a high school diploma, (b) special assistance for remedial reading programs, (c) federal reimbursement for vocational education channeled through the State Department of Education, and (d) other federal funds channeled through the State Department of Education. State aid in various forms is provided to local schools, community colleges, libraries, extension services and intermediate districts.

A. High School Completion

State aid is available to K-12 schools for all adults attending classes on a high school completion program. The reimbursement is calculated on the basis of the school district's net state aid. The 1966-67 gross state aid of either $280.50 or $407.50 (depending on the district's state equalized valuation per pupil) is reduced by the applicable deductable millage to the following per-capita figures for high school districts in Muskegon County:

Muskegon	$203
Muskegon Heights	257
North Muskegon	207
Mona Shores	235
Reeths-Puffer	205
Montague	212
Whitehall	266
Holton	336
Fruitport	325
Oakridge	353
Ravenna	303
Orchard View	285

Any adult taking at least four credits per year (two credits per sememster) in approved course work is considered to be a full-time student. Partial membership is calculated on a one-fourth, one-half or three-fourths basis depending on the credits being carried. Adults in attendance as of the fourth Friday after Labor Day are included in the membership for state aid purposes. No adjustment in state aid is made after this date for either late adult registrations or adults who discontinue their programs.

Non-residents may be enrolled in adult high school completion classes. They are included on the membership roll as of the fourth Friday after Labor Day on the same basis as resident adult students. However, additional reimbursement is made for each non-resident, equal to the difference between the net state aid allowance and the actual per capita student cost of the sponsoring district. Calculation of the number of non-residents follows the pro-rata rules above. Reporting forms for resident (DS-D-2) and non-resident (DS-CA-40a) adult students are available in the intermediate school district office.

B. Remedial Reading Programs

State aid is also available to reimburse up to 75 percent of the cost of remedial reading programs. While this remedial reading service is primarily intended for children, adult basic reading courses may qualify for assistance providing there is prior approval from the State Department of Education and providing that a qualified teacher is in charge of the instruction.

C. Reimbursement for Vocational Education

Ever since its inauguration in 1917, the federal vocational education program has provided support for adult vocational education. Each of the amending acts, including the Vocational Education Act of 1963, has maintained these provisions. Appendix G outlines in detail the legal and administrative provisions under which such reimbursement is available. In brief summary, vocational education reimbursement is available for adult education classes on the following basis:

1. Instructors teaching the adult classes are fully qualified to teach vocational education as outlined in the State Plan.
2. Classes are occupation-oriented in areas such as apprentice programs, training for new job skills, retraining in existing job skills.
3. Classes are limited to four vocational education categories: trade and industrial, business education (office and distributive), home economics and agriculture.
4. Recognition of vocational education as a partial reimbursement program, providing in the latest year, 30 percent payment of instruction costs, 50 percent of administrator's salary and 40 percent of travel cost.

D. Other Federal Funds Channeled Through the State Department of Education

These programs are discussed in the next section. It should be noted, however, that funds under several federal acts are available only through state agencies. Among these is the Adult Education Act of 1966, otherwise identified as Title III of the Elementary and Secondary Education Act, amended, which provides major grants on a 90-10 matching basis in support of adult basis education.

Federal Supports

As has been previously noted, the federal government has given both continuing and temporary support to adult education. Since 1914 it has supported the Cooperative Extension Service, and since 1917 it has supported vocational education for adults. Each of these has represented a major contribution to continuing education through a half century and more. Others such as the Federal Emergency Relief Administration programs of the 30's, the Emergency Science and Management War Training Programs of the early 40's, and the "GI Bill" of the late 40's and early 50's have been major contributions of a temporary sort.

Appendix F lists 38 federal laws, each of which is currently in force, and each of which might appropriately provide funds for one or more CE programs for out-of-school youth or adults. It is interesting to note that all except three of the listed acts have been enacted since 1950, and that all except eight of them have been enacted since 1960. Clearly, here is a major new bank of resources for support of the continuing education enterprise. Almost every portion of continuing education, as we have defined it, and almost every institution which we have included in our study, is eligible for assistance under one or more of the acts.

Since many of the acts are new, their administrators are currently developing guidelines and patterns to direct their operations. Many of them are receptive to sensible suggestions for accomplishing the purposes of the acts they administer. It is reasonable to assume that many of them would be interested in the systematic approach to continuing education which this study recommends. Cooperative planning and joint proposals might quite possibly bring to the Muskegon area resources needed to significantly expand its continuing education programs.

It should be noted that assistance is available for the Cooperative Extension Service, libraries, public schools, the community college, several of the established social agencies, such new agencies as Community Action Against Poverty, and in some cases, voluntary and private agencies. Among the adult groups for whom assistance under these acts is primarily intended are the unemployed, the disadvantaged, the elderly, the handicapped, and various workers in the "helping professions."

There is no automatic assurance that benefits of these new and varied federal programs will accrue to a local community. Coordinated action, creative planning, and aggressive proposals are called for if the intended benefits are to be realized in the Muskegon area.

Voluntary Groups

At the very heart of continuing education and of community life, lies the enormous contribution of voluntary groups. After a review of federal and state legislation in support of CE, it would be easy to conclude that voluntary groups can relax; that their efforts are not now so badly needed. Nothing could be further from the truth!

While this chapter is concerned with financial support for continuing education, we must acknowledge that there is an essential contribution that finance can neither buy nor replace. This is the contribution of time, talent and resource voluntarily made by individuals and groups toward improvement of community life. These contributions may be from person to person in very quiet ways or in a wide variety of highly significant community projects. Their continuation is of very great importance. External funding can support and enhance them. It can never substitute for them. They are essential components of a successful CE program.

Philanthropy

The history of continuing education is closely related to major contributions of private and corporate philanthropy. As is well known, the public library across America is largely a product of corporate philanthropy. National organizations of adult education, since 1926, have received major foundation support. A vast majority of CE programs throughout the land receive varying degrees of philanthropic support.

Continuing education is supported in a world wide basis by such well known foundations as Rockefeller, Carnegie, Ford, and Kellogg. Literally hundreds of foundations operate more locally and less visibly. Perhaps the best known in Michigan is the Mott Foundation. Increasingly such foundations are directing their awards to CE projects. Most of them are interested in contributing to the improvement of society, or to some segment of it, and they see continuing education as a hopeful vehicle for the accomplishment of these purposes.

Besides the foundations, there are many corporations, unions, clubs, and individuals who are anxious to find creative, energetic and promising CE projects which they may support.

Philanthropic contributions, especially those not tightly "earmarked," are extremely important to any developing CE program. They provide a degree of flexibility and freedom that permits the development of innovative programs and the expansion of activities to meet rapidly emerging needs. It is of the nature of continuing education that it cannot be fully "programmed" and budgeted in advance. If it is to serve the real life needs of out-of-school youth and adults; if it is to keep pace with the dramatic changes occuring in each community and in the society at large; and if it is to deal with problems and promise in timely and creative fashion; it must be, to a large degree, fluid and flexible. Unincumbered grant funds greatly facilitate this fluidity and flexibility.

In Conclusion

The financing of the CE enterprise cannot be described in simple terms or in a single pattern. Funds are available from a wide variety of sources. The recent national awakening to the significance of continuing education makes major new resources available simply for the asking. But the "asking" is not so simple! It calls for creative ideas, well conceived plans, sensible organization, and diligent and disciplined effort. It hinges upon commitment and enabling action on the part of policy makers, competent and responsible assistance by professional leaders; and an unique blending of the efforts of official agencies and voluntary groups.

* * * * * * * * * * *

> We have set education off in a separate category . . . something that happens in schools and colleges. It happens to young people between the ages of six and twenty-one.. . . This way of thinking is long overdue for a drastic change. . . . We must think of education as relevant for everyone everywhere--at all ages and in all conditons of life.
>
> --John W. Gardner

CHAPTER 11

LEGAL FOUNDATIONS OF CONTINUING EDUCATION

The legal foundations of public continuing education are closely related in purpose and pattern to the fiscal foundations. The basic enabling and directing provisions stem from state government. Federal provisions are, in the main, supportive. Local action of boards of education, boards of supervisors, library boards, and others provide local adaptation of state policy and the practical bases of operation.

The Michigan Constitution (Article 8, section 3) vests

> leadership and general supervision over all public education, including adult education and instructional programs in state institutions, except as to institutions of higher education granting baccalaureate degrees,

in the state board of education. Other sections provide for establishment of public schools (section 2), community colleges (section 7), the handicapped (section 8), and public libraries (section 9). Appendix G presents these sections in full.

Intermediate School Districts

Intermediate school districts are authorized, and their manner of operation and support are spelled out in the Michigan School Code. An act of the legislature in 1946 authorized a county board of supervisors through the office of the county commissioner of schools (now intermediate school superintendent), to establish programs of adult education, employ teachers and other personnel and purchase equipment and instructional supplies, providing the need for such adult education program is demonstrated by the board of supervisors to the superintendent of public instruction (now superintendent of education). (Chapter 8, section 298a)

Public Schools

The central enabling provision for public school adult education (Chapter 9, Section 586) reads

> The board of any school district, except primary school districts, may provide for instruction of adults and may employ qualified teachers and provide the necessary equipment for such adult education courses.

Boards are authorized to receive fees, tax revenues, gifts, grants, property or interest therein, for any education purpose and "such property shall be used by the board solely for the education purposes for which it was assigned. . ." (Chapter 9, Section 605)

In addition to the very open enabling provision for adult education in public schools, several specific provisions are made:

special education for mentally and physically handicapped to age 25 (Chapter 17, Section 771);
health, physical education, and recreation (Chapter 18, Sections 786 and 787);
education of aliens and native illiterates (Chapter 20, Sections 811 and 812);
part-time schools for drop-outs (Chapter 21, Section 821);
county driver safety schools for traffic violators (Act 300, 1949, Section 320);
work experience programs (Act 238, 1964) and
work training programs (Act 239, 1964).

The state legislature annually appropriates "state aid" funds and establishes the formula for distribution of them to local schools. Basically, these funds are distributed on the basis of "memberships." While memberships generally include only children and youth between 5 and 20 years of age, persons of any age are members if "regularly enrolled and working toward a high school diploma" or if they are former members of the armed services the cost of whose instruction is not paid for by other state funds or by the federal government (Act 312, Section 12). The level of state aid and the manner of determining full membership for adults and part-time youth is described in Chapter 10.

K-12 schools who receive federal funds, come under the provisions of each federal law which authorizes the funds and its associated administrative guide lines. Some of these laws are administered through the state department of education. Provisions are made in the current Michigan School Code for:

> Vocational Education (Acts 198 of 1962, 28 of 1964, and 44 of 1964) and
> Economic Opportunity Act (Act 34, 1965). Important adult education provisions of this act are now included in the Elementary and Secondary Education Act as amended in 1966.

Implementing provisions relating to other federal acts will, no doubt, be added.

Additional federal laws relate to local schools either directly or through state or regional offices other than the Department of Education. Detailed examination of these laws is neither appropriate nor possible here. Appendix F lists 38 of the more relevant and important federal laws. The list is not exhaustive and new laws or amendments to these will almost surely be added by current and future congresses.

Community College

Community colleges are much newer and fewer than public schools; hence, the body of law governing them is less extensive. The principal enabling legislation consists of the Community College District Act and the Community College Appropriations Act (Acts 188 and 259, 1955).

These institutions are developing rapidly in Michigan and are evolving program and policy while serving dramatically growing numbers of students, full-time and part-time, youth and adult. Most of them operate under special boards and in special districts, both differentiated from K-12 schools or intermediate districts. A few operate within K-12 or county districts.

Continuing education is proclaimed as one of four major areas of service in each college. Definition and character of CE are not standardized in law. They are being formulated in plans and practice. A "position paper" prepared by Michigan community college administrators, concurrently with conduct of this Muskegon CE study, gives major emphasis to continuing education.

Muskegon County Community College has an unique opportunity to contribute to future legal foundations for continuing education in community colleges. This is true because law tends to emerge from practice; it has not yet emerged in detailed form in Michigan; and the relatively moderate growth, firm historical background, and new organization, location and facilities, all give MCCC unusual advantages for leadership in developing a creative and orderly plan for CE. It is doubtful that any other community college in Michigan - or perhaps in the nation - has a similar opportunity.

Libraries

Both state and federal laws offer assistance and strength to libraries for their CE contributions. Two recent laws will be mentioned here.

The State Aid to Libraries Act of 1965 (Act 286, 1965) provides state aid up to 30¢ per-capita in urban areas and ranging up to 60¢ per-capita in rural areas for library systems which meet specifications of the state. The merging of all public libraries of the area into a single system is strongly encouraged by the act.

The federal Public Library Services and Construction Act of 1963 (P. L. 88-269) offers major assistance for areas and for libraries which meet the established criteria.

Numerous other laws, both state and federal, may be employed in strengthening the libraries and their continuing education services.

Cooperative Extension Service

This oldest and most extensive national program of education for adults and youth has an unique legal base. It involves a formal arrangement between the county the state land-grant university, and the United States Department of Agriculture. As a result its educational services are available without cost. A program of work is planned and submitted and when approved becomes the basic guide for operation each year.

This organization with its long experience in adult education and in local-state-federal relations has much to offer to this area. Its service pattern can be employed for greatly enriched CE activities to homemakers and to farm and rural residents. Its knowledge of legal structure can provide guidance to other local institutions who will likely be increasingly involved in local-state-federal patterns of operation.

In Conclusion

It becomes very important - and very - difficult - to keep currently informed concerning provisions of state and federal law concerning CE. Local schools, community college, intermediate district, libraries, extension services, employment service, social welfare, and other agencies (sometimes including private and voluntary ones) have much to gain - or lose - by involvement with the two higher levels of government. A consortium of them might logically designate one office to serve all of them in keeping informed and in using available resources in this increasingly significant area.

PART IV

TASK FORCE AND RELATED REPORTS

Chapter

12 Adult Basic Education
13 Adult High School Education
14 Continuing Home and Family Life Education
15 Continuing Vocational - Professional Education
16 Continuing Public Affairs Education
17 Continuing Liberal Education
18 Continuing Recreation Education
19 Counseling in Continuing Education
20 The Community School

* * * * * * * * * * *

> In every point except the economic one adult education has the advantage over secondary education. It is given to students who desire it, who have the mental development to receive it, and who have the experience of life necessary to value and interpret it.
>
> --Sir Richard Livingstone

As task forces undertook their work on March 3, they were given a working paper on "The Tasks of Task Forces." That paper included these instructions:

> ### The Tasks of Task Forces
>
> The objective of our study is to propose a plan which can lead to a county-wide coordinated system of continuing education in Muskegon County. Our basic assumptions are that continuing education is of very great importance both to the individual and to the community; that it is rapidly increasing in importance to both; and that it should be fully available to all adults and out-of-school youth in Muskegon County wherever they live and whoever they are.
>
> A task force is a working team appointed to perform one major portion of the study. It consists of chairman, secretary, staff aide and working and consulting members. Its functions are to gather and analyze information, to identify goals to be pursued, to study alternative courses of operation and organization, to choose among alternatives, and to propose recommendations. Its report will be presented to the steering committee whose task, among others, will be to integrate and correlate various portions of the study into a single composite report.
>
> Each task force will deal with only one major portion of continuing education; thus it should be attentive to the relation between its work and the work of other task forces, and between its portion of the study and the whole study. Because of the unitary nature of continuing education and the arbitrary nature of our divisions of it, there will likely be some overlap in the work of task forces. In such cases, consultation or joint effort is encouraged.
>
> The importance of our task and the time demands upon each of us suggest that we proceed with the study "with all deliberate speed."

This part of the report is devoted principally to the findings and recommendations of the seven task forces.

CHAPTER 12

Report of Task Force On
ADULT BASIC EDUCATION

> . . . The family trapped in poverty and ignorance can only rarely provide the stimulus necessary to individual growth. The neighborhood in which delinquency and social disintegration are universal conditions cannot create an atmosphere in which educational values hold a commanding place. In such surroundings, the process by which talents are blighted begins long before kindergarten, and survives long afterward. Under conditions of severe social and economic deprivation in the family and neighborhood, the school may have little success in releasing individual potentialities.
>
> Any adequate attack on this problem will reach far beyond formal educational institutions. It will involve not only the school but the home, church, playground and all of the other institutions which shape the individual.
>
> --John W. Gardner

Task Force Members

James K. Austin, Chairman
Mrs. Anthony Kaiser, Co-Secretary
Mrs. Raymond King, Co-Secretary
Wilburt Laubach, Staff Aide
Tom Barry
Rev. John Beem
Mrs. Leland Carr
Mrs. Homer Carter
Mrs. Jane Gonzales
Ralph MacVean
Manuel Muniz, Jr.

Preamble

We believe that each adult in Muskegon County should have readily accessible opportunities for achieving those basic educational skills that will aid in his self improvement and the improvement of his community. It is important that every person understand the world in which he lives in order to adjust to his present and future economic, social and political environment. It is also important to his self-respect and dignity, to a richer and more meaningful life, and to more constructive citizenship.

Definition

We are fully aware that due to modern technology, the minimum educational credential of the individual is high school completion. Our task force, however, has as its area of concern those who are in need of basic education.

We have defined basic education to include the improvement of reading, writing, spelling, and computational skills to an eighth grade equivalent level; the communication, civic and social skills necessary to meet the basic demands of a modern society; and an understanding of the rights and responsibilities of a citizen in that society.

Findings

Present Programs

This task force, in an effort to identify adult basic education programs in the area found the following:

- Muskegon Public Schools - System does offer adult literacy courses.

  In class as of January 31, 1967 - 395.
  New participants since July 1, 1966 - 419.

  Centers at Angell, Froebel, Nelson, Phillips and the Skill Center. The Skill Center operates at Goose Egg Lake also. New centers will open as funds are available.
- Muskegon Heights Public Schools - At present operating an adult basic education program with enrollment of 150 persons. Funded under Title III of ESEA.

Michigan Employment Security Commission - Commission does not operate classes, but is involved in several cooperative programs for the retraining of adults.

Muskegon Area Non-Public Schools - No adult basic education courses being offered.

Mona Shores School District - No programs at present.

Reeths-Puffer Schools - There are 3 basic adult literacy classes now going on. Estimated enrollment of 30 persons. Funded under Title III of ESEA. There is also an integrative adult education class in Bookkeeping, Typing I, Welding and basic skill areas with an estimated enrollment of 50 persons.

Montague Public Schools - Has a policy of developing a class for adults when ten or more people express interest. Have in the past operated an adult typing class in the summer and some adults have participated in driver training classes. There are no activities going on at the present time.

Fruitport Public School - No basic education classes offered at this time. There has been no identification of need but there is an opinion that classes in adult basic education are needed.

Oakridge School District - No adult basic education program in area. None has been considered except a possible adult recreation program.

Ravenna Public Schools - Basic education classes for adults not offered. It is likely that such a need exists but no information is available as to the extent.

Holton Public Schools - No program at present, but need has been recognized and adult classes have been considered.

Whitehall Public Schools - Presently is not holding any adult basic education classes. Plans are indefinite.

Grant Public Schools - No program and no definite information on need.

Needs and Resources

It is generally agreed by all persons contacted in the school systems that a need exists for adult basic education. Each area recognizes that there are potential students but no one is quite sure who they are or where they are located.

Any programs designed to meet the needs of the community must first of all determine what those needs are and the numbers of people in each area that will participate in the program. It would be important to remember that each sub-community has problems peculiar to that area. Therefore, programs offered at the local level must somehow reflect local need.

In considering the total resources available in the field of basic education, it is important to realize that the broader the base of management the greater the opportunity for success. It is also clear that every effort should be made to develop a large reservoir of interested and experienced adult basic education teachers. One of the difficulties in this area is the recognition that most of these teachers already have a full-time job in another setting. It would be helpful to make a full inventory of available personnel so that this work load could be spread to best advantage. A determination must be made of the talents of interested teachers so that the best qualified and most talented will be employed.

The growing interest at the federal, state and local levels in adult basic education have reduced the critical financial handicaps of the past. Utilization of federal programs such as Title III under ESEA and the involvement of OEO in Neighborhood Improvement have made it possible to begin. Other programs just coming on the scene, including the Older Americans Act, P.L. 89-73, offer further funding.

At the state level, the most significant change has been the elimination of the upper age limit for State Aid. This change has placed the state squarely in the center of financing adult basic education as well as high school completion.

Local schools have provided administration, meeting rooms and services. Most local schools do not have the financial resources to support an adult basic education program without outside assistance. Therefore, it is essential that each interested school district have access to someone well versed in available sources of funds. Each school district has the right to expect assistance in developing the best program for its unique area.

Goals and Standards

The goal of this task force is to propose the best possible program of adult basic education. A first requirement of such a program is that it be offered where the people are. An effort should be made to determine the continuing education needs, interests and desires of every person in Muskegon County. The variety of programs that might be offered is so wide that each agency must define the best use of its resources.

It is understood that this task force is dealing with but one component of continuing education. Therefore, the following goals and standards shall be reserved for those people in need of adult basic education only:

1. To gain competency in those areas of language necessary to become a better citizen.
2. This program should be available to all people living in Muskegon County without charge.
3. It should serve to encourage a request for knowledge.
4. It should serve to wipe out illiteracy where ever it may be.
5. It should strive to encourage continuing education for all people.
6. It should recognize that each person has individual goals that are more important than the goals of the program.
7. It should develop an increased awareness of the power of education to reduce poverty and improve the contribution of the individual to his society.
8. It should seek to upgrade job potential in whatever direction is needed.
9. It should involve itself with a greater recognition of culture in the community.
10. It should seek to help the individual attain his greatest potential for developing as a happy and worthwhile citizen.
11. A well trained professional and sub-professional staff is essential, and in-service training must be provided.

Recommendations

1. A Community Coordinating Committee should be set up to assist in developing programs through local school systems.
2. A consultant should be assigned the task of working with all school systems in building

programs and on financial resources. This should be paid by state funds through the intermediate school district.

3. An effort should be made to expand the present ongoing programs and to develop new ones as close to the area of need as possible in such places as union halls, churches and community rooms of all kinds. It may be possible to have home visitation classes for small groups.
4. An inventory of teachers who can work in adult basic education programs should be made throughout the county. Such teachers should be used wherever they are needed. One area should not go without good teachers while another has an over-supply.
5. Non-professional personnel should be encouraged to assist where possible.
6. Well qualified teachers with background and interest in this area should be used.
7. Teaching loads must be as flexible as necessary for maximum teaching efficiency. Teacher-student ratios may range from 1:15 to as low as 1:3.
8. Methods should be designed to meet both short range and long range goals of the clients.
9. Each school district should retain ultimate control of the local program but feel free to get assistance and advice from the coordinating committee or the consultant designated for this function.
10. Each school district should have someone charged with the responsibility of administering its local program and working with other interested personnel throughout the county.

11. All media of communication should be utilized to aid recruitment, e.g., radio, television, newspapers, word of mouth, schools, unions, churches, and industrial personnel.
12. An intensive public relations campaign should be conducted to improve the image of education for adults throughout the county. This will call for cooperation of all interested individuals and groups.

Financing

Adult basic education courses should be free to all students. There are funds available from the state aid program that provides for all adults who are working on a high school completion program. Any basic education student who is enrolled in classes for thirty hours per week is eligible for that aid and is counted as one full membership in apportioning the aid.

Another source of state aid is through a recent program which provides up to 75% of the cost of remedial reading programs. Adult basic reading courses may qualify under this source providing a qualified teacher is in charge of the class.

The major source of funds for adult basic education is the federal Adult Education Act of 1966, Title III of the Elementary and Secondary Education Act, as amended. This act provides 90% of the cost for approved programs. The 10% local matching contribution may be in cash or in kind (facilities, utilities, administrative services, etc.).

Still other supporting funds are available as reviewed in Chapter 11 and under programs listed in Appendices F and G.

CHAPTER 13

Report of Task Force on

ADULT HIGH SCHOOL EDUCATION

Task Force Members

Rev. Thomas Vesbit, Chairman	William Gomez
Mrs. Dale Summerville, Secretary	Ernest Lobenherz
John Pylman, Staff Aide	Thomas Snow
John Carlson	John Sydnor
Garth Cooper	Eldred Townsend

Preamble

We believe that a high school diploma is the minimum educational requirement for life in today's society.

Therefore, a program leading to its attainment should be available to every non-high school graduate in Muskegon County. This is to say that this program should be structured for all abilities and that people from all areas of the county should have access to its classes.

The work required should be appropriate to that of a high school graduate with a proper balance struck between academic achievement and job skills.

Credit should be given for previous work in those instances where it is equivalent to high school course work.

Since state and federal funds can be utilized, this program should be available without cost to its participants.

Finally, we believe that education is every man's responsibility! Thus we trust that all interested individuals, institutions, and organizations in Muskegon County will join together in an effort to implement the recommendations of this study.

Method

During the months of March, April and May, this task force held several meetings. The format of these meetings included open discussion, the consultation of resource people from the community, and the preparation of two questionnaires, (one to the principals of the county's high schools and another to a selected group of business and industry personnel managers). Careful consideration was given to the Muskegon Area Vocational Survey conducted in 1965 as well as to the Welfare Department report of its Title V Program. Michigan Department of Public Instruction Bulletin #370, The High School Completion Program for Adults and Out-of-School Youth (1965), proved invaluable.

Findings

Present Activities

The Muskegon Community Schools conduct a program for adults wishing to obtain a high school diploma. About 400 students are now enrolled. This is the largest high school completion program for adults currently operating in Muskegon County.

Muskegon County Community College formerly conducted a correspondence course leading to a high school diploma. This program is now being offered through the Muskegon Community Schools Adult High School Completion Program.

Mona Shores High School recently recommended that its school board initiate a program. To date about a half-dozen students have participated.

With cooperation of the Muskegon Labor Council, the Muskegon Community Schools have offered high school completion courses in union halls with a view toward starting union members on the road to a high school diploma. Response to date has been less than anticipated but efforts are continuing to institute this program in September of 1967.

The fourteen public and parochial high schools of the county have very few adults going through their regular daytime programs.

The Muskegon Skill Training Center attempts to give its trainees a salable skill and administers the General Educational Development Test. It does not confer a high school diploma.

The Muskegon County Welfare Department in its Title V Training Program also directs a program designed to help people acquire salable skills. It is not concerned with adult high school completion as such, however.

There is no formal daytime adult education program in Muskegon County. As many non-high school graduates work nights there seems to be a great need for one.

Potential Students

There are approximately 13,000 persons over twenty-five years of age and an estimated 7,000 below that age and out of school in Muskegon County, who have not finished the eighth grade. 16,000 more have not attended high school. An additional 20,000 have enrolled and not graduated. National statistics reveal that forty percent of those students who enter the fifth grade do not graduate from high school. All the counties in Michigan including Muskegon County have their share of "drop-outs" or "push outs." The number is currently approaching 1,000 per year for the county. Add to this the mobility of our society and for many years to come Muskegon County will need a program whereby adults can complete their high school education.

The task force was deeply concerned over the problem of motivating the non-high school graduate to return to school. It recognized that many of them associate school with a sense of past failure. Consequently, it is strongly recommended that class sites, instructors, type of classes, etc., be selected with full consideration to the adult needs of the school's potential students.

Also, generally speaking, non-high school graduates are not interested in getting a high school diploma immediately. Most of them, if they return to school, want to pick up a salable skill. Potential students for any program will therefore have to be searched out. Most likely many prospective students would be found in the basic literacy courses, the Skill Center, the Title V programs, vocational courses and union education programs.

Any adult who has separated himself from formal schooling should be considered a potential student for this program. "There should be opportunity for the occasional youth who has passed the compulsory school attendance age to transfer to the adult school when such action seems advantageous to the student." (cf. p. 20, Bulletin #370, State Department of Public Instruction.)

The need for an adult high school completion program can be seen from the fact that our society is changing so fast that the average 21 year-old American will probably have to be retrained three times in the course of his life. Trainability is tied to education. Practically all training programs require a high school diploma. In Muskegon County it is not feasible for adults to enter apprenticeship programs because of the loss of pay and seniority rights. Nevertheless, if a person chooses to do so he must still have a high school diploma. The only exception to this is the apprenticeship program of bricklayers and tool and die makers. The survey of business and industry reinforces the above-mentioned points.

Potential Resources

The State of Michigan makes state aid payments to school districts sponsoring adult high school diplomas or basic education programs. This makes it possible for schools to offer both programs on a tuition-free basis.

The intermediate school district could act in the capacity of a coordinating force. This would involve working with the public schools to insure adequate class offerings throughout the county.

No other agency appears to be an alternative coordinating force.

The personnel for this program is definitely available at this time in Muskegon County. Only one district has a clause in its master contract forbidding its teachers to teach adult evening classes.

The high school principals report that most of their teachers would be able to teach adults and the majority of these would be willing to teach in non-school settings such as CAAP centers, union halls, churches, etc.

Thirteen out of fourteen principals indicated they would be willing to approve different titles for courses.

Finally, 13 out of the 14 surveyed (including Catholic Central and Western Michigan Christian) indicated they would be willing to extend the use of their facilities for a high school completion program. These facilities include the following:

Auto Mechanics - 6
Machine Shop - 6
Welding - 8
Electronics - 1
Woodworking - 11
Painting - 2
Drafting - 10
Typing - 13
Office Machines - 11
Art Room - 9
Home Economics - 13
Language Lab - 12
Library - 9

Goals and Standards

It is the goal of this task force to provide a high school completion program that will enable its adult graduates to secure and hold gainful employment in a labor market where the job opportunities for those without at least a high school education are rapidly disappearing. This program should consist of approximately equal parts from the academic and job-skills area. It should include day and evening classes so that the best possible time utilization of the adult clientele would result.

All communities have established educational systems whose goal is to produce the highest possible quality of citizen, one who is prepared to assume a position of responsible contribution in our society. Adult education is a logical extension of this educational commitment by providing sound opportunities for each individual to develop fully his vocational, intellectual, and cultural capacities to the high school diploma level and beyond. Continuing education provides the opportunity for a fully enlightened citizenry that views education as a lifetime process.

Recommendations

This task force recommends that the Muskegon Area Intermediate School District coordinate a county-wide high school completion program. This program should be available in all areas of the county with district high schools granting the diplomas. The Intermediate School District would work with the public schools to insure adequate class offerings throughout the county.

We recommend that each K-12 school whether it operates a full adult high school or not, should take an active interest in promoting and assisting in this program. This interest would include help in terms of personnel, counseling, secretarial help, and student recruitment. Each high school should appoint one of its staff either on a part-time or full-time basis, depending on size, to assume the responsibility for this program. This staff member would in turn represent the district high school on a central policy-making committee or council for the county-wide adult high school completion program.

As regards the motivating and recruiting of students, this task force recommends that the assistance of all interested community agencies, e.g., the churches, the press, radio and television, the labor unions, management groups, benevolent organizations and service clubs, be sought out.

The diploma requirements should be uniform in the county based on the 1967 edition of Bulletin #370, State Department of Public Instruction.

Finally, as state funds are available, we recommend that this program should be available on a tuition-free basis to the student.

* * * * * * * * * * *

> Adult learners are precisely those whose intellectual aspirations are least likely to be aroused by the rigid, uncompromising requirements of authoritative, conventional institutions of learning.
>
> from _The Meaning of Adult Education_
>
> by Edward C. Lindeman

CHAPTER 14

Report of Task Force on
CONTINUING HOME AND FAMILY LIFE EDUCATION

Task Force Members

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Mrs. Doris Shapter
Mrs. Mattie Soler

Preamble

We believe that a healthy family, being the foundation of a healthy society, must have a firm understanding of itself in order to make a productive contribution to our society.

We believe that a lack of concern for others is a problem at all levels in our society. This involves family values and relationships that must be taught in the lifelong process of education.

We believe that our community must recognize that the future of our democracy depends on family life education. New approaches must be added to presently available resources and facilities to accomplish this end.

We believe further that such programs can be made available through the utilization, at least in part, of educational facilities, personnel and other resources now available in the community.

Lastly, we believe that such a home and family life education and service program should be actively promulgated and made available both by time and location to all residents of Muskegon County.

Methodology

Acting on the basis of seven basic divisions of home and family life determined by the task force, we analyzed in group sessions the ideals of home and family life education and set these down. Following this, members of our group took on assigned areas and investigated the activity now present in Muskegon County. This enabled the task force to present a picture which shows the gaps between what is desired and what is now available.

Findings and Recommendations

The seven areas defined by the committee are: (1) Marriage Relationships; (2) Order in the Home and Education Responsibilities of the Family; (3) Home Economics; (4) Health Education; (5) Child Development; (6) Problems of the Broken Home; (7) Problems of Later Life.

Marriage Relationships

(A) There should be classes which teach prospective married couples the art of living together as man and woman. This type of knowledge should be available on a one to one basis and in group sessions.

(B) There should be help in the form of courses or counseling available for married couples.

(C) There should be courses that enable parents to prepare themselves for the marriage of their children, recognizing the problems frequently encountered by parents in this area.

(D) There should be courses, lectures, etc., preparing couples for the in-between-years (the time after children leave home and prior to retirement).

(E) There should be available courses, lectures, etc., in the area of family planning.

We found the following now available in the Muskegon County area:

(A) An annual six week course conducted at the YMCA and sponsored by this organization utilizing local ministers, physicians, social workers and businessmen.

St. Mary's and St. Jean's Catholic Churches conduct six week courses of a similar nature during the season of Lent each year.

Catholic Social Services and Family Service of the Muskegon Children's Home provide marriage and pre-marital counseling on a one to one basis. Many ministers and priests give this service.

The gap appears to be in lack of on-going courses of this nature. Connected with the available resources is the close attachment of the resources to religious groups. While the committee feels this latter is extremely important, it may hamper or restrict availability to all people in the community.

(B) Marriage counseling is available through the Family Service of the Muskegon Children's Home and Catholic Social Services. The staff is extremely limited in these organizations and there are waiting lists now in existence. The technique used is generally on a one to one basis. Much could be done utilizing school facilities and professionals to conduct group counseling.

(C) There are no specific resources available which are aimed at helping parents prepare themselves for the marriage of their children. The task force feels that when young people become engaged, parents need special help in this area. There was no consensus that this area couldn't be incorporated into another phase of marriage relationships but several of us felt that the area warranted special mention. This instruction would be in addition to pre-marriage courses for all young people.

(D) There appears to be no active approach to the area of the in-between-years, when children are gone and prior to retirement. This can be a very traumatic period and warrants a special consideration. The schools could be used to great advantage in this area.

(E) Family planning is available through the Planned Parenthood Association and receives widespread coverage. However, the agency is short on funds and staff which considerably limits its community impact. The courses, lectures and clinics are getting their coverage in the poverty pockets via the CAAP Program.

Order in the Home

(A) Discipline In the Home--There is a distinct need for courses in self discipline of children. These should be related to the various phases of child development and in turn associated with parental emotions.

(B) Moral and Spiritual Values--These of necessity are closely tied to religious affiliation but can be and should be available on a lecture-type basis on a non-alligned basis which could do much to reinforce sagging moral values of the community.

(C) Comparative Culture in the Home--Much should be done in the area of stimulation to learn. Headstart programs in this area have found a definite void in cultural aspects and atmosphere conducive to learning in many homes.

(D) Religions of The World--Based on a firm tenet of this nation's credo of religious freedom and of belief in a Supreme Being, we feel that greater understanding can be achieved by a widespread series of lectures and discussions of comparative religions.

We found the following now available in Muskegon County:

(A) Discipline in the Home.--There are no on-going resources in the community that have any consistent program nor is there evidence that this is anything more than a sporadic "hit or miss" program. Utilizing the continuing education concept there are resources that could be coordinated into a well rounded program covering self discipline of parents and subsequent discipline of children.

(B) Moral and Spiritual Values--These topics are well covered by the various churches and there is considerable movement afoot whereby this is being spread from the churches into the community as a whole. The Council of

Churches is moving in this direction and should be able to handle this aspect but additional community facilities probably should be made available to such programs.

(C) Comparative Culture in the Home--The Headstart program has given evidence that there is widespread deprivation in the area of culture in the home. In sixty-five percent of homes visited in the 1966 Headstart program there was no evidence of reading material.

Most homes visited didn't have room or atmosphere conducive to study. Further there was a very apparent lack of stimulus to learn. The task force feels that with more emphasis on basic literacy training for adults much of this problem could be eliminated.

(D) Religions of the World--This could be a highly sophisticated series but can be broken down to all levels. It should be presented using all available facilities. There is none being offered now on anything but a college level.

Home Economics

The task force took this area of family life and broke it down into the following areas:

(A) Family Finances
  (1) Budgeting
  (2) Use of credit--installment buying
  (3) Estate planning and wills
  (4) Rental housing
  (5) Home purchasing
  (6) Community resources--public assistance--United Appeal Agencies

(B) Art of Home Making
    (1) Nutrition
    (2) Home furnishing and equipment

We found the following currently available in the county:

(A) Family Finances

Budgeting, use of credit, and other areas under this heading are deemed extremely important and are relatively unavailable on an ongoing basis. Sporadic attempts by various businesses and agencies fail to give an accurate over-all picture to all segments of the community and show the need for coordination of resources.

(B) Art of Home Making

Home economists from the Extension Service do a commendable job in this area and their work can be expanded to the total population with additional facilities, staff and coordination.

Health Education

The task force investigation of this area covered maternal and child care, current health issues (smoking, heart, cancer, etc.,), physical fitness, mental fitness, first aid and home nursing.

We found all areas adequately covered as to content and quality but again new and more widespread availability could be used. The full utilization of continuing education resources as proposed could be invaluable.

Areas such as maternal and child care are handled almost exclusively by the Visiting Nurse Association and the Muskegon County Health Department. Physical fitness is limited to the YMCA, YWCA and various recreation departments throughout the county. There is no apparent overall program available to all residents of the community.

First Aid training is available through the Red Cross but only upon request.

Problems of the Broken Home

This problem is only handled through counseling or social service agencies. The YMCA has organized a single-parents club which is partially social and partially educational. It seems to lack in-depth work with the individuals concerned.

Problems of Education for Later Life

The Muskegon Geriatrics Council (Council on Aging) works primarily with retirees on housing, transportation, job opportunities, health and recreation. It does some education prior to retirement through local meetings. It would like to work more closely with industry and business to help prepare people for retirement.

The American Association of Retired Persons, Port City Chapter, meets monthly to discuss problems. This is a national organization with its own monthly publication.

The County Health Department provides public health information and the Social Security Office provides information on old age, survivors and disability insurance.

Hackley Public Library offers books to read on retirement. It has special reading lists prepared for distribution. The American Association of Retired School Employees has a local group which meets monthly.

Retirement Clubs provide recreational and social opportunities and occasional educational sessions. The City Recreation Department sponsors the McGraft and McLaughlin Golden Age Clubs. Others include the Old Timers Club, YMCA Senior Citizens Club, YWCA Adults, Friendship Club sponsored by Muskegon Heights City Recreation Department, The Golden Age Club of First Presbyterian Church, Golden Age Club of the Salvation Army, UAW Drop in Center for Retirees, Union Retirees Club of AFL-CIO and Retirees Club of S.D. Warren Company.

The Cooperative Extension Service offers programs through organized study groups and to others requesting information on concerns about middle and later years--planning, challenges and opportunities.

This area seems to be well covered by the social agencies concerned i.e., the Recreation Departments, the Geriatrics Council, etc., but again could utilize the facilities available through the continuing education proposal.

Conclusion

Adult family life education at present in a formal classroom situation is practically non-existent in Muskegon County. There are however several areas where parents are reached and aided in understanding the problems involved in rearing a family. Churches have become very cognizant of the fact that most of the values of life are taught in the home, rather than once a week at church. They have developed classes on "Christain Family Living" which are essentially one day meetings with experts in the field. This approach is geared to meeting the needs of the parents. Oftentimes mothers' groups are established for the mothers of the Sunday School youngsters as a means of extending knowledge to the parents.

At the present time five "Child Study" clubs exist in the area for the express purpose of studying child behavior, discussing their common problems, and hearing experts' ideas on various facets of family life. Their theme for the year is developed by the Michigan Child Study Association and various units of study are pinpointed for programming.

The Extension Clubs of Muskegon County always have several units of study of family problems which are provided by Michigan State University.

PTA groups urge their programmers to deal with home and family life problems as an educational phase of a "trapped" audience but few seem to have the know-how or are aware of the resources available.

At one time PTA trained volunteers at the YWCA so that they might work effectively with parents groups. One person at least is doing a fine job with parents in the East Park and Goose Egg Lake area.

Home and family life education is a wide open field with many organizations waiting for someone to take the lead in developing a good program. All groups indicate that they would be willing to assist with their available resources.

* * * * * * * * * * * *

> The truly human thing is neither to pretend to know as God does, nor to become blind to the wonders of the ordinary world. It is neither to suppose our knowledge is complete, nor that it is complete enough. It is not to be resigned to ignorance, but to be on the path to knowledge, not in a spirit of despair but in joy.
>
> --Thomas F. Green

CHAPTER 15

Report of Task Force on
CONTINUING VOCATIONAL - PROFESSIONAL EDUCATION

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Gerrit Wiegerink

Method

This task force conducted a series of open discussion meetings with the purpose of analyzing existing continuing education programs in Muskegon County in the areas of all vocations and professional level occupations. A complete review of every existing program known to the task force was conducted. In addition, a listing of organizations, vocational and professional in nature, was compiled in order that contact with association presidents or chairmen could be made relative to their educational programs.

Several recent studies have been made which parallel the objectives of our task. Information was obtained from the 1965 Area Vocational Study, the Community College Study and a previously conducted study of continuing education needs. With these resources at our disposal, it was not necessary to conduct any further extensive surveys relative to the needs of industry and business.

Because it was not practical for the committee structure to include representation from all interested areas a simple questionnaire was mailed to presidents and chairmen of professional level organizations and associations in Muskegon County. The results of this questionnaire are incorporated within this report.

Each level and interest area of vocations was discussed separately asking two basic questions.

1. What programs in continuing education are now being conducted in Muskegon County?
2. What would be an ideal continuing education program to satisfy the needs of any and all interested persons in the future?

Professional Occupations

Medical - Dental

The Muskegon County Medical Society and Muskegon District Dental Society provide evening and afternoon programs bringing in outside personnel who are experts in their fields. Also, seminars are available in the Muskegon Area. The respective conventions at the state and national level, provide excellent programs for those who attend. The University of Michigan and other schools related to these professions provide post-graduate programs. By and large, these societies provide continuing education to the members very frequently. There is no contact with local educational institutions other than the advisory relationship with the Community College and Muskegon Business College in establishing programs for Dental Assistants, Medical Assistants and Medical Secretaries.

Recommendations -

It would seem that a close liaison could be established between the Community College and the professional people and, when advisable, the college could play a coordinative role in obtaining guest lecturers and resource people, and providing facilities for such continuing education programs. In addition, expansion of associate degree programs in relation to the health professions would appear advisable.

Nursing

At the present time the Community College is conducting a well accepted and good quality practical nursing program and has expanded to a nurse aid training course. Work is done with registered nurses attempting to establish an associate degree registered nurse program in the college.

Recommendations -

Expansion into physical therapy and upgraded and broader offerings in all health occupations is needed for adults, mainly women, seeking re-entry into the labor market. A Vocational Center offering nurse aid-orderly, child care, home nursing aids, etc. is needed.

Teachers

At present there is a continuing education program for teachers which involves cooperation between the Community College, Western Michigan University, Michigan State University and The University of Michigan which is working out satisfactorily.

Recommendations -

There should be more emphasis on advanced seminars for teachers to do studies in innovative teaching methods and new teaching aids. Programs which will encourage change in techniques and realization of the world around us are greatly needed. Many of the university extension courses should be made known to other professional workers and to other adults who are seeking college degrees. Thought should be given to granting credit from more than one university for courses taken through a specific school.

Governmental & Private Agency Personnel

There is need for professional level training programs in other than education courses for personnel involved in state civil service employment, private agencies, etc. Expansion of governmental positions and social agency personnel in the community has increased this need in the past few years.

Recommendations -

It is suggested that courses in personnel relations, industrial relations, economics and social services be added to the curriculum which is offered to these employees. It is also felt that the Muskegon area would benefit if more advanced degree courses could be offered for the expanding number of interested persons.

Clergy

There is almost a complete lack of continuing education programs for members of the clergy as well as church secretaries, religious education instructors, etc. Clergymen express great need for advanced study in education, social sciences, organization management, humanities, and other fields, all of which could be provided locally through organized efforts of libraries, colleges, or university extension. There is great need for continuing education which will help church leaders become effectively involved in the world around them.

Recommendations -

The Community College should coordinate efforts of scheduling and assisting in this field. Seminars, courses and informal group sessions are suggested.

Attorneys, Insurance Agents, Realtors & Other Professional Groups

Most of these professional people are organized into associations on a county-wide level. Continuing education is available through universities, such as programs in real estate offered locally by The University of Michigan. Insurance courses are offered in other cities, and could be offered in Muskegon. The Insurance Agents' Association is vitally interested in expanding local programs.

Recommendations -

A close working relationship between the Community College and local associations is needed so that the college can act as a coordinator for seminars, courses, and special meetings. Providing facilities and such organizational assistance should be a major role of the Community College.

Industrial Employment

Business Management

Most of the courses offered by the Community College are credit courses. Expansion into a broader offering in business programs is planned. Muskegon Business College also has an excellent two-year collegiate course in accounting and business administration. Close relationships exist with local business associations.

Recommendations -

Both the Community College and Business College should promote refresher short courses in distribution, accounting, business administration, data processing systems and new techniques on a credit or non-credit continuing education basis. Area organizations should be used to further such action.

Quality Control

An excellent quality control program is offered through the Community College. It is offered on both credit and audit basis.

Recommendations -

This program needs promotion during the next few years with particular emphasis on industrial personnel who wish to further their present abilities.

Supervisory Training

Industrial management programs have been of good quality in the Muskegon area. Evening classes are well attended by supervisory and management personnel of local industry. Hydraulics, work simplification, metallurgy, speech and others are always offered.

Recommendations -

These areas need accelerated promotion to encourage more industries to encourage their people to attend and participate in planning new and expanded programs in this field. The potential of programs for middle management persons is far greater than present offerings.

Technical Training

An extensive technical training program is offered in full-time credit programs at the Muskegon County Community College. These programs are also offered to any adult who desires to audit courses or take any one or more of the day-time courses. The new technical wing at the

Community College campus has afforded the college new opportunity to expand programs in adult technical skills.

Recommendations -

The promotion of available technical training is needed. Also, the Community College should develop more technical programs for continuing education in addition to the full-time credit programs.

Apprenticeship Training

Sixteen apprenticeable occupational areas are offered and coordinated through the Muskegon County Community College with a total of 224 participants, in the program. Apprentice training students receive their related training from the Community College. The potential for additional apprenticeship training is limited only by the demands of the labor market.

Recommendations -

There is a need for greater efforts on the part of both management and labor in our larger industries to explore every avenue of agreement on the need for more apprenticeship training programs in the county.

Trade Extension

There are continuing trade extension programs in several of the trade areas offered through the Community College. Trade extension is offered in conjunction with the Vocational Education section of the State Department of Education and is a major part of the adult program at the Community College. Some 13 different programs were being offered in 1966-67.

Recommendations -

There is a greater need for advanced training and updating for journeymen tradesmen today than ever before, (for example: seminars to bring journeymen electricians up to date on solid state circuitry). There is also a need for this type of program for construction officials, industrial supervisors, etc. There is also a desire among union membership to have seminars offered in economics, philosophy, etc. These programs should be patterned by the local trade union people in cooperation with the Community College. Improved direct communications with labor groups could possibly add to present programs and offerings.

Agriculture

In this area, contacts are made and programs offered by the County Extension Office. Services rendered by this office involve individual contact, demonstrations, tours, meetings, and a wide variety of programs. These programs benefit farmers by improving their methods of work, management skills, and understanding of public policy questions. Two home extension agents are also employed by this department. They render their services to homemakers and youth.

Local programs in Holton, Montague and Ravenna sponsored by local vocational agricultural teachers are of good quality.

Recommendations -

As the number of farmers declines and the size and character of farms undergo great changes, there is need for even more intensive work both with individuals and groups of farmers and with farm service industry personnel. In addition there is a growing number of part-time farmers, suburban landowners and garden centers to be served. Facilities are needed for farm mechanics and ornamental horticulture programs.

The skills and knowledge of extension home economists are very much needed in the urban and suburban communities. Especially are they needed in the "pockets of poverty." We urge their increasing attention to this important area.

Vocational

In October of 1965, a comprehensive study on the needs for vocational training in Muskegon County was conducted by the Intermediate School District. This study involved industry, business, schools, the Community College and citizens at large in Muskegon County. This study showed that an extensive program was needed in the secondary level to train youth in approximately 35 areas of skills involving the service occupations, industrial employment, business skills, agricultural and health occupations. The survey also showed, and recommendations were made by the study committee, that a centrally located facility was needed in Muskegon County for this type of training. The study committee further recommended, because of the need, that this facility be made available for continuing education. There is no reason to believe that this facet of training is any less important than the training of high school youth for occupational competency. This task force recommends that continued emphasis be placed on the need for such a facility in Muskegon County to be made available to all youth and adults in the area.

Business Skills

Presently a broad offering of continuing education in business skills is afforded people in Muskegon County through several agencies. The Community College offers several in their adult program. Muskegon Business College has a variety of courses in accounting and finance, business management and secretarial skills as well as clerical subjects. In addition, programs for the disadvantaged are offered at the Muskegon Area Skill Center and the Community Schools. Some local high school adult programs offer such courses as typing, refresher shorthand and business machines.

Recommendations -

Increased promotion on present programs to let people know what opportunities are available to them. There seems to be an adequate number of courses offered in typing, refresher shorthand, etc. It would appear that the Community College could use their facilities for more advanced training programs on a continuing education basis in addition to their present credit courses. Thought should be given to the fact that some people want to advance themselves after they have been working, but do not necessarily care to fulfill degree credit requirements.

Training - Basic Skills

There are a number of individuals who need basic skill training to become employable or to maintain employment.

Recommendations -

That additional facilities, equipment and instructors be available so that broad offerings in basic skill training can be offered for service occupations, health occupations, food service and others. A broad program with a variety of training available is greatly needed. Financing is a problem and centrally located facilities are desirable.

Training Programs for Disadvantaged

Presently the Muskegon Area Skill Center, operated by the Muskegon Public Schools, serves approximately 200 youth on a special federal program for drop-outs. In addition approximately 150 adults who are ADC (Welfare) recipients are taking basic education and skill training under a special OEO grant (Title V).

Recommendations -

An enlarged area vocational facility, with modern equipment and training offered in numerous occupational areas, is needed. Operation of adult programs at such a facility could be run by the Community College and funds from the several federal, state and local resources could be utilized to cover the cost of operation.

It is further recommended that efforts should be made by all agencies involved in federal programs for training and retraining to cooperatively work toward centralizing all education and training so that as programs are offered with funds from any manpower program, people who qualify for this type of training under another program might avail themselves of the same opportunity to take this training. (Example - As a machine shop training program is offered because there are 10 people from the employment security commission files who need retraining in this area, and Manpower Development Training Act funds are made available to train them, it would be desirable to open additional slots in this program so that possibly 3 persons might take the same training in the same class who are referred by the Title V, Economic Opportunity program. In addition, 2 other persons might be referred by vocational rehabilitation).

At the present time, each agency has attempted to run its own program though limited in the number of programs they can offer because of lack of funds and lack of enough people who are registered and qualify for their specific program.

Retraining - Labor Union Involvement

Leadership training programs in labor and industrial relations, time study, and economics have been very effective and have been offered through the Muskegon Labor Council.

Recommendations -

More of these programs should be available. The Community College could play an important role in assisting. Skill upgrading should be offered for the rank and file union membership. Seminars in economics and many other forms of in-plant training programs could also be made available.

Training - Retraining of Persons over 45

A program in counseling is offered in this area but on a limited basis.

Recommendations -

That daytime programs for skill training for a number of adults over 45; particularly women who now need new skills to seek employment, be made more available. Employment counseling for adults is also recommended.

Facilities Available

At many points this report has mentioned the need for a centrally located area vocational facility which follows the recommendations of the Area Vocational Study committee of 1965. There are many areas of training for both youth and adults which are badly needed, such as service occupations, construction trades, and many others. This task force reaffirms the recommendations of the '65 study. However, we also believe that much more could be done with present facilities, both classroom and shop, as far as continuing education for adults is concerned.

We strongly believe that the Community College with its new facility should play a major role in developing and operating continuing education programs in all vocational and professional areas. Facilities available within local school districts should also be utilized for these kinds of programs. The development of the community school concept is evidence that all programs should not be offered at central facilities; and wherever possible, close cooperation and coordination between the community school program and the programs of the Community College should prevail. The Muskegon Area Skill Center has been utilized not only for training of youth, but has set an example to the community by opening its doors in late afternoon and evenings for adult training programs through cooperation with the Intermediate School District and the Title V Welfare program.

The results of the 1965 Area Vocational Study show that there are extensive facilities available during non-school hours within every school district in the county. There is every reason to believe that these facilities could be put to much better use by encouraging innovative continuing education programs on a coordinated county-wide basis.

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It is perhaps true that no single group in modern life stands in greater need of adult education than experts, specialists, those who continue to know more and more about less and less.

from The Meaning of Adult Education

by Eduard C. Lindeman

CHAPTER 16

Report of Task Force on

CONTINUING PUBLIC AFFAIRS EDUCATION

> "A body politic which gives to each of its members a a share in the governing process rests its fate upon the quality of participation. It commits itself not only to universal education but to education of a special character; not only to education for the private life but to education for the public role."
>
> --from Obligation and the Body Politic
> by Joseph Tussman

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We Believe

We believe it is a major function of continuing education to help adults to understand their world and live effectively in it. Each person lives his life partly in private and partly in public. Many of our most important opportunities and problems are public, and can only be dealt with as we work with others in planning, deciding and acting. Continuing public affairs education is centrally concerned with realizing the possibilities and resolving the problems of our community life.

We believe that:

- our rapidly changing world regularly presents communities with opportunities and problems that call for new kinds of community decisions;
- the quality of community life at every level, local to international, depends upon the way we make and carry out these decisions;
- a democratic society depends upon broad participation by citizens in making and carrying out community decisions;
- wise public decisions require accurate information, responsible estimates of consequences, and honest weighing of values;
- it is important to tackle community problems before they become crises, and, where possible, to tackle them voluntarily before enactment and enforcement of law become necessary;
- it is dangerous to base community decisions and action on inaccurate or inadequate information or on beliefs no longer true;
- it is important to substitute facts and deliberation for misinformation and slogans in dealing with controversial questions;
- partisans should be encouraged to present their cases, but citizens should not be restricted to partisan sources for all of their information on public issues;
- it is a major responsibility of education agencies (schools, colleges, communications media, libraries, and voluntary education agencies) to provide continuing public affairs education that is accurate, objective and current, and that keeps ends and means in clear perspective.

Definition

By "public affairs" we mean all of that body of human decisions that have to be made and carried out in company with other people. We include decisions we make and carry out through government. We also include the voluntary efforts of citizens to build the community and resolve community problems.

Continuing public affairs education serves to increase in mature citizens:

1. understanding of rights and responsibilities of citizens.
2. knowledge of the processes of government.
3. skill in civic and political action.
4. sense of personal responsibility for civic welfare.
5. information on current public issues.
6. information on persistent questions of public policy.
7. understanding of the processes of community development.
8. understanding of interpersonal and intergroup relations.
9. skill and integrity in communication.
10. concern for human values involved in public decisions.

Closely related purposes to be served by continuing education are:

1. Americanization education for immigrants.
2. general and vocational education for workers who come to the area seeking a better life for themselves and their families.
3. inservice education for Civil Service workers.
4. orientation education for newly elected or appointed officials.

5. continuing education for professional workers in the public service.

Method

Our task force, in a series of open discussion meetings, became aware that the subject of continuing public affairs education encircles a very broad field. We feel that our study as to how Muskegon County could organize its institutions for continuing education in public affairs was an important beginning and that we have covered possibly 15% of the area.

We prepared a generalized list of 24 types of organizations and reviewed the kinds of public affairs education service they provide in the county. We reviewed what is known and done in certain other communities in civic education. As a guide to our discussions and planning, we identified 15 general functions that an adequate continuing public affairs education program should perform (see definition above). Finally we summarized our findings and developed a series of recommendations.

Findings

Agencies

Among the agencies that do, or might, actively participate in public affairs education are the following:

Public Schools
Private Schools
Colleges
Libraries
Parent-Teacher Association
Government Agencies
Political Parties
Special Citizen Groups
Service Clubs
Community Improvement Groups
Religious Groups
Communication Media
League of Women Voters
Professional Societies
Charitable Groups
Fraternal Organization
Farm Organization
Veterans Organization
Ethnic Groups
Labor Unions
Trade Associations
Junior Chambers of Commerce
Corporate Industry
Peace Groups
"Cause" Groups

The Information Problem

Public affairs education was found to be an area with much partisanship and subjective information, and with very little information that is reliable and even less that is objective. The majority of organizations which are active in the field have direct interests and hence provide carefully selected and persuasive information from their points of view. Very few make it their business to supply unbiased materials and very few supply reliable information about the ways in which community decisions (political, economic, and other) are actually arrived at.

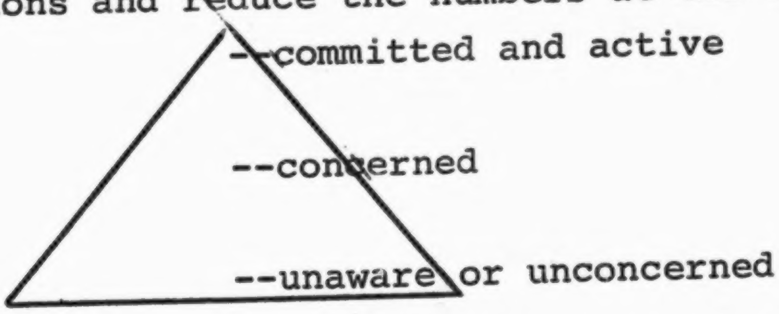
Most organizations, local, state and national, exist at least in part to influence the course of public affairs. Strong positions are taken on questions which relate to the group or to its interest in the public arena. There is much information, much sloganeering, and much group pressure on these issues. But there is serious lack of objective information and opportunity for analyzing it away from the heat and slogans of partisan debate. Further, there is serious lack of any arena where one may examine opportunities for improving community life or threats to community welfare which have not represented a crisis to some special interest--yet.

No major voluntary group dedicated to unbiased study of political issues was found to be active in the county. The League of Women Voters, once active, was disbanded several years ago. Similarly, no center was discovered where interested citizens could do organized study of problems, alternatives, and plans in the community development process. Neither schools nor colleges appear to be encouraging study of public issues, or of the structures and processes of government, by adult students.

The daily newspaper and radio and television stations report public discussions, events, and issues. On occasion a feature or series explores an issue in depth. A number of weekly or occasional papers for special groups carry frequent articles, most of them clearly intended to persuade to a particular position. Most of these come from national or state offices, and deal with issues at those levels. In general these are legitimate and effective contributions. They do not, in our judgment, substitute for an organized and continuing program to serve Muskegon County in this vitally important sector of continuing education.

Difficulties to be Confronted

Nor can this be easily accomplished. Civic education is among the most difficult areas of CE to develop and maintain. The American Foundation for Political Education has found this to be true, as have schools and colleges. Citizens tend to be apathetic until there is a crisis, or until their personal interests are threatened. The involvement of citizens in such CE programs can be illustrated by a pyramid with a very small number of committed and active citizens at the top, a somewhat larger middle group who are concerned and will study issues if encouraged, and a wide band at the base who seem completely unaware or unconcerned. The task of educaton is to increase the numbers in the upper sections and reduce the numbers at the bottom.



An adult education program in this area is almost certain to be accused of bias, for it will often run counter in its studies to the position and information of organized groups. Its managers and instructors, being human, will sometimes err. Its financial resources and public acceptance will constantly be "on the line." Its working places are not designed for the naive or the timid. Its institutional sponsors must be highly respected and its administrators must be persons of high character and courage.

Financial resources are available, but they must be accepted with great care. Several foundations and numerous individual and corporate donors have made funds available to such programs. Public support is very important, but is somewhat difficult to secure. A continuing problem is likely to involve the maintenance of financial and moral support.

Position at Which We Arrived

As we consider the importance of the issues facing us as Americans, the unreadiness of typical citizens to deal with them, and the alternatives to the democratic system, we strongly believe that serious and concerted effort should be invested in public affairs continuing education.

Goals

An adequate program of continuing public affairs education would contribute to these goals:

1. knowledge and skill on the part of citizens in the processes of community decision and action (community development and practical politics).
2. access to community decision centers for all citizens, not just for those with economic, political, or other advantage.
3. free access to relevant and reliable information on both current and persistent issues.
4. increasingly responsible civic behavior by all individual and corporate citizens.

5. improved "consumer-ship" in ideas, programs, and products.
6. improved public service.
7. clear headedness about the human values to be served or sacrificed in community change.

Recommendations

This task force believes that its recommendations are at once most important and most difficult to carry out. We submit them because of their importance and urge their implementation in spite of their difficulty.

We recommend that:

1. the Community College establish a Center for Civic Education under the direction of an astute and courageous professor with a Master's or higher Degree in this area.

   This center should:

   a. be guided by a Council for Civic Education which would also encourage and counsel other community agencies in their civic education activities.
   b. provide courses, seminars, forums and other educational activities directly related to community issues.
   c. serve as a base of operations for programs conducted throughout the county--close to those to be served.
   d. bring in experts, materials, and other resources, organize public policy forums using local resources, and otherwise multiply availability and reliability of information on public affairs.
   e. organize programs for the uninformed, and other programs for the more informed, with respect to issues, community development processes and the workings of government.

f. maintain an impartial position on partisan or substantive issues, and promote full and fair expression of all aspects of public questions.

g. cooperate with and assist churches, unions, professional societies, industrial groups, women's organizations, service clubs, and others in expanding and improving their civic education programs.

h. furnish organizational and program assistance for voluntary groups engaging in civic education.

i. cooperate with newspapers, radio and television in transmitting effective and reliable information on civic affairs.

j. provide or assist in developing leadership training programs for those assuming responsibility for education or action in voluntary groups, official agencies, or public office.

k. encourage forward planning and study so that opportunities and problems may be confronted before they reach crisis proportions.

We further recommend that:

2. adult basic education programs include instruction in the rights and responsibilities of citizenship.
3. adult high school programs include civic education with classes, field study, and other activities which deal with real-life issues.
4. both schools and college develop General Studies Programs which will help adults to build their general knowledge background and increase their capacity for critical judgments and effective community action.

5. newspapers, radio and television, in cooperation with the Civic Education Center and other local, state and national agencies, design thoughtful and aggressive programs to contribute to an area-wide continuing public affairs education program.
6. churches and faith-based groups participate actively in the continuing education effort, giving special attention to the value and ethical questions posed by every issue.
7. the League of Women Voters be reactivated on a county-wide basis.
8. the many special interest groups carefully scrutinize their contributions to the community-wide civic education effort to be sure they are honest, effective, and truly in the interest of the area as well as the group itself.
9. schools and the college provide needed in-service education for civil service workers.
10. orientation education programs be developed for newly elected or appointed officials. Often these will involve cooperation with agency officials, college, and state or other organizations of the officials being oriented.
11. the libraries develop aggressive programs to provide and insure use of information on issues under consideration. This may involve supporting programs of other agencies, study-discussion groups under library sponsorship, guidance for individual reading, columns in the press, "hours" on radio or TV, or a variety of other devices.
12. the community college undertake to bring university extension and other services to assist in continuing civic education and to provide

in-service training for professional workers in the public service.

13. a council on Civic Education, broadly representative of the community be established to advise with the community college, schools, libraries and other institutions on continuing civic education.

14. special non-partisan funds be sought to support and expand the total continuing public affairs education effort.

* * * * * * * * * * *

There is no mystery about why there is such a tendency for popular opinion to be wrong in judging war and peace. Strategic and diplomatic decisions call for a kind of knowledge--not to speak of an experience and a seasoned judgment--which cannot be had by glancing at newspapers, listening to snatches of radio comment, watching politicians perform on television, hearing occasional lectures, and reading a few books. It would not be enough to make a man competent to decide whether to amputate a leg, and it is not enough to qualify him to choose war or peace, to arm or not to arm, to intervene or to withdraw, to fight on or to negotiate.

from Essays in the Public Philosophy

by Walter Lippman

CHAPTER 17

Report of Task Force on
CONTINUING LIBERAL EDUCATION

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We Believe

We believe that continuing liberal education should enhance one's understanding of himself, his fellows, and his world, and the principles of right relationships among these; that it should develop his talents and increase his capacity to express himself; that it should help him to appreciate and enjoy the creative works of others; that it should lead him to discover through knowledge and faith, the highest values in human life; and that through it he should grow toward the full stature of a free, responsible and humane person.

Definition

We define "continuing liberal education" as education which gives enrichment and meaning to life, which is pursued voluntarily, and which is not necessarily subject to any requirement of formal education. We include in it both (a) such areas of study as philosophy, religion, social sciences, natural sciences, literature and languages, and (b) appreciation of and participation in the creative and performing arts. It is related to the interests and concerns of mature persons and is, of all forms of education, the most uniquely adult.

Method

We conducted a series of ten open meetings. Through efforts of individual members, reported to the total task force, we reviewed continuing liberal education as it is now being carried on in the county. Mr. C. Ray Scott, Executive Secretary of the Michigan State Council for the Arts met with us to discuss the work of the State Council and possibilities for local area programs. We examined the nature and extent of present arts and liberal studies programs, and the degree of involvement in them. We discussed their adequacy to serve an area population of 150,000-200,000 people and extending to a radius of 25 miles or more. We examined the role of liberal education in adult life and discussed the place of the liberal component in a continuing education system for this area. Finally, we developed a series of findings and general recommendations.

Findings

First, we present from the summary of a discussion by Trustees of the Carnegie Foundation for the Advancement of Teaching, a statement of goals for liberal education.

> . . . The goals of a liberal education are the goals of a lifetime, and few men achieve them. What one hopes to do in the course of a liberal education is to set the student well and firmly in the pursuit of these goals. Having said these things, we may now go on to list three kinds of objectives which characterize a liberal education.
>
> First, a liberal education seeks to provide the student with certain kinds of knowledge which every man is the better for possessing:

> Self-knowledge--knowledge of his own biological and psychological nature, of his gifts and limitations, of his values and aspirations
> Knowledge of others--a comprehension of the roots of human behavior as revealed both in modern scientific studies and in historical and literary sources
> Knowledge of the physical and biological world
> Knowledge of his own and other cultures--the nature of his own society and the place of that society in the larger world
> A historical view of man's achievements, social, intellectual and artistic
> Knowledge of his religious and philosophical heritage.
>
> The second kind of objective may be summed up under the heading "skills" or "competences." The most important of these competences is variously described as "the ability to think clearly," "rigorous thought," "intellectual discipline," and so forth. Another obviously important competence is command of one's own language, in reading, writing, and speaking. Still another which has always been reckoned in the equipment of an educated man is some grasp of mathematics. Beyond these basic items, the list of desired "competences" varies somewhat with the educator making it up.
>
> Finally, some take the view that the primary objective of a liberal education is to instill certain attitudes, values, and habits of mind which characterize the educated man. . . . Most of us agree that we would wish the educated man to be marked by intellectual curiosity, the capacity to think critically, and the capacity to weigh evidence dispassionately. We would wish him to be tolerant, temperate, balanced in judgment, and we would wish him to possess certain general qualities such as maturity, magnanimity, and so forth. We would not wish him to be intellectually lazy or slovenly, and we would not wish his rational processes to be at the mercy of his fears and prejudices.

Among the potential or active contributors to liberal continuing education in the area now are the local schools, Muskegon County Community College, University of Michigan, Michigan State University, Western Michigan University, nearby colleges, churches, YMCA and YWCA, the Muskegon County Council of Churches, Hackley Art Gallery, Libraries, Muskegon County Museum, Harbor Theatre, service clubs, Greater Muskegon Women's Club, and such participating groups as West Shore Symphony, Cosmopolitan Male Singers, Civic Opera, Port City Playhouse, White Lake Summer Theatre, Organists Guild, and several informal voluntary groups.

We were at first impressed with the many activities, especially of private and voluntary groups. Several churches and the Council of Churches are conducting excellent programs in music, art, "living room dialogues," theological discussions, and a "University of Life" series. We were guided by the Adult Education Association's list of Muskegon area organizations sponsoring music, drama, literature, painting and sculpture, arts and crafts, films, and a variety of displays and exhibitions. Many of these activities are of very high quality as continuing education programs and enjoy wide reputations for excellence.

Further examination revealed the most of these activities are rather sharply confined in scope. They serve well a relatively small number of people--often several activities serving the same people. We found a concern for overlapping and competition for participants and resources and the need for some coordinating agency. At the same time, in terms of geographic and socioeconomic distribution, the overwhelming majority of area residents are separated from most of these activities. Taking an area-wide look, we found continuing liberal ecucation opportunities to be concentrated in a relatively small sector, and beyond that sector to be generally sparse and sporadic.

We found that creation of a center where performing organizations could mount and present their cultural contributions to the area is badly needed. Presently, these shows are produced at the Central Campus Auditorium and to a growing degree at the newer high school auditoriums. These auditoriums were built with other purposes than creation of a "Performing Arts Center." The performances cut into the time high schools need for their own educational programs and the time given to the participating cultural groups is insufficient to properly mount and produce their presentations. There is available property at the new community college site that has been set aside for such a venture and the central location and ease of access for the entire area to the new college would add greatly to the use of the facility. The cost of rental for use of any such building would have to be low enough that the local groups for whom it would be built could afford to use it. Several groups have letters on file with the community college citing the definite community need for such a building.

Liberal continuing education offerings of the schools and community college were found to be extremely few. The question arose as to how much request or desire there was on the part of the people of Muskegon County for continuing education activities of the liberal type. One reason cited for the small number of liberal offerings was that too few people "signed up" to make it possible to continue or expand the offerings. This prompted the observation that there is a large number of people who are apathetic and need encouraging into higher study and away from the bridge table and the television set. Among these people are many in need of counseling, who are asking the question "How can I make more of my life?"

In assessing the nature of continuing liberal education and its history in other communities, it appears that enjoyment of the arts and concern for life's deeper meanings are not inherently restricted to a particular segment of the socio-economic spectrum; they are to be found among all racial and ethnic groupings; and they depend very little, if at all, upon levels of formal schooling completed.

Further investigation suggests that continuing liberal education requires special methods, formats, and promotion. Formal courses constitute but one relatively minor form of successful programs. Study-discussion groups, living room forums, town halls, "chewing matches," and a wide variety of formats are found in successful programs in general studies; and the informal but often intensive activities of studio and stage loom large in successful arts programs. We were also struck with the powerful teaching effect upon both actors and spectators of things like A Raisin in the Sun or Death of a Salesman or a series of "Conversations with Young Writers." We conclude that flexibility and creativity are as essential to the conducting of such activities as they are to the content of them.

We further conclude that establishing a continuing liberal education program takes time and effort; it involves the development of self-direction; it depends upon the assembling of people who find stimulation together and in settings where they feel at home; and it may call for new methods of financing to replace or supplement traditional support from student fees. In connection with this, we recognized that many people who would not take courses if offered in the atmosphere of the school or college, might be interested if courses, discussions or presentations were made available at their places of employment, their churches, or other places where they frequently assemble.

Recommendations

1. The liberal education facilities of the community college should be utilized to the greatest degree possible and the college should be urged to put more stress on that portion of its curriculum for both youth and adults.

2. The community college should become a major resource center assisting other agencies, voluntary groups, and individuals in developing study opportunities for self-directing, mature learners.
3. We urge the establishment at the community college of a General Studies Program for adults desiring to work toward a college degree, or for those who simply want to study in an orderly and sequential fashion.
4. We urge that there be established within the community college a Center for the Creative and Performing Arts. We would hope that this center would serve both the full time college student and the adult and out-of-school youth with an interest in any area of the arts.
5. Local schools which establish continuing education programs should give special emphasis to both general studies and the creative and performing arts. Special effort should be made to encourage participation of adults and youth over a wide range of talents, income, race, and social class. Opportunity should be allowed for rapid progress and interested adults should be encouraged to proceed to the community college level or into a variety of performing or study groups.
6. The role of public libraries, city and county, in the expansion of continuing liberal education is of very great significance. The libraries are encouraged to expand their own efforts in the development of independent reading and study-discussion groups. They are also urged to vigorously extend their services in support of other agency and voluntary group efforts in this area.
7. There is special opportunity for the churches and faith-based organizations to expand their liberal education activities. Questions of ethics, values, morals, theology, aesthetics, personal identity, and a host of fundamental issues confront adults and youth. There is

need for honest quest, in accepting and supporting groups. Religious institutions have unique contributions to make here, as in such other areas as art, drama, music, and personal and family counseling. It would be hoped that they would actively encourage both members and non-members to participate in an expanded program.

8. Radio and television stations should be encouraged to participate actively in the arts and liberal studies programs of the educational institutions and voluntary groups throughout the area.
9. A Council for the Arts should be developed. Membership should be open to every public and private agency concerned with the creative and performing arts. The council should be closely related to the community college, and might have as its executive secretary one of the faculty members of the college. Among its major responsibilities would be: (a) to encourage and coordinate activities among the various public and private agencies concerned with the arts; (b) to advise and consult with community college and local schools in developing their CE activities in the arts; (c) to supplement local resources by encouraging nearby colleges (Aquinas, Calvin, Grand Valley, and Hope) and universities to share their cultural resources with the area; (d) to encourage traveling artists, exhibitions, and performing companies to visit the Muskegon area; (e) generally to foster and encourage advancement of the creative and performing arts throughout the area.
10. A counseling service should be established. It should identify and encourage talent, help adult students to assess themselves, assist them in utilizing learning resources within the area, and be a center for referral to liberalizing learning opportunities elsewhere.

11. Erection of a community fine arts center is strongly recommended. Plans of various agencies such as Urban Renewal, MADC, the Muskegon Labor Council and the community college with respect to such a center should be supported and coordinated.

Editor's Note: As this report is being finalized construction of such a facility at the community college is underway.

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> In vocational education or parent education or the effort to complete formal schooling, the individual responds to certain fairly clear-cut pressures or needs, and the rewards he receives are relatively specific and definite. Liberal education, however, is a matter of perfecting the individual himself; he is engaged in enlarging his own central capacities, his personal excellence and his relationship to the successively larger groups of which he is a part. He aims not to increase his specific skills or knowledge but to gain understanding and insight. Liberal education can never, therefore, be a matter--at least in adulthood--of specific training programs leading to specific skills and with clear-cut and measurable results. It must be sustained by the feeling on the part of the student that what he learns is so rich and meaningful and varied that it is of great worth to him. His reward lies within himself. He responds not to outside pressures but to his own sense of a need for his individual advancement. In short, he directs his own education.
>
> --Cyril O. Houle

CHAPTER 18

Report of Task Force on
CONTINUING RECREATION EDUCATION

> The educational objective imposed by the technological revolution of today must be the advancement of each individual of the community to the limits of his intellectual capacity
>
> --Berkner

Task Force Members

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Statement of Belief

This task force is convinced that:

1. continuing education for creative and re-creative use of leisure is important at any time, and imperative for out time;
2. continuing education should help adults to live effectively in a changing world and that changes in our world, already clearly visible, will make increasing amounts of leisure time possible, and probably obligatory for increasing numbers of people;
3. leisure time is likely to come in greatest measure to people least well equipped by training and temperament to use it creatively;

4. the ways in which it is used will determine whether increased leisure is curse or blessing to the individual, family, community and country;
5. constructive use of leisure time, together with beliefs and values which honor its constructive use, will depend upon effective re-education of adults, many of whom have never learned to use it, and most of whom have learned to feel guilty about possessing it;
6. continuing recreation education is an unusually promising way to begin developing positive alternatives for using leisure time.

Definition of Area

Recreation is any socially acceptable leisure time activity engaged in because of the satisfaction directly received from the experience.

Continuing recreation education is concerned with the development of knowledge, appreciation, skills, attitudes or values which equip one to participate with satisfaction in re-creative activities.

For an individual to "re-create" himself he, in a very real sense, charges his battery so that he may go back to the routines of life and all of its demands with new vim and vigor. This "re-creation" may take any number of forms, athletics, gardening, repairing of front porch, paneling walls, sewing or hiking,--structured or unstructured programs.

Continuing recreation education should instill correct principles in individuals so they can govern their own time and perpetuate their own self-government. "Re-creation" education should aim at positive interests and activity so that sitting at bars, standing on corners, and doing nothing becomes an absolute bore. Paramount for all individuals is to overcome the negative and develop the positive.

Method

Our task force held several meetings during March, April, and May. We drew upon the special knowledge of task force members who are professional recreation directors; we consulted literature and planners concerned with significant changes in society; and we conducted a survey of recreational activities provided by Muskegon area communities. We deliberated on the present and future significance of reaction and its relationship to an area-wide program of continuing education. We then developed this report and these recommendations.

Findings

Present Situation

We found both in our task force and in our survey, much confusion concerning continuing recreation education. A majority hold the common connotation of recreation, that it is some type of physical sports activity. We found the vast majority of organized activities of this type restricted to the Muskegon city and Muskegon Heights area. They are offered principally through city recreation programs and private organizations such as the YMCA, YWCA and labor unions.

The city recreation departments have agreements with the community school directors in their areas to provide those recreational courses in which formal teaching is involved.

Each union charter makes provision for recreation programs. The kind and amount of recreation to be provided by the union is determined by the membership.

Scope of Field

Our study taught us that anything from flower growing to "Great Books" might be recreation, depending upon the purposes of the individual involved. A formal organized course might be a form of recreation for one individual and an entry level vocational course for another. For example, a course in small engine repair could be recreation for a professional man who has always wanted to know how small motors work; the same course taken by a man with limited education and skill might help him to improve his employability or to start a business of his own.

Recreation involves physical, mental, social, and spiritual restoration. Continuing recreation education contributes to the increase of competence in any or all of these areas. It is concerned with the honoring and achieving of health, beauty, wholesome inter-personal relations, self fulfillment, and other products of well-invested leisure, as well as good craftsmanship, utility, and other products of well invested labor.

Recreation An Entry Step

We found that recreation classes frequently serve as entry steps into continuing education for functional illiterates or others poorly motivated to enter more formal education programs. It is also true that persons of average education and above may first return to "night school" or to private teachers to improve their recreation skills; but having thought about leisure time and alternative ways to use it, have moved into other areas of continuing education.

Experience in prisoner rehabilitation has shown that success in developing positive thinking as opposed to negative thinking has been through constructive activities such as: arts and crafts, machine shop, painting and educational courses.

The Second Industrial Revolution

In this century there has been a dramatic increase in leisure time for workers. Many signs indicate further increases. Dr. Norbert Wiener has said,

> A whole lot of the work that we are using men for is work which really is done better by computers. That is, for a long time human energy hasn't been worth much as far as physical energy goes. A man couldn't possibly generate enough energy today to buy the food for his own body. The actual commercial value of his services in modern culture isn't enough. If we value people, we can't value people on that basis.
>
> If we insist on using the machines everywhere, irrespective of people, and don't go to very fundamental considerations and give people their proper place in the world, we're sunk.[1]

Technically it would be possible today, with everything automated, for most employees to have a 2 hour a day work schedule. This, however, would allow few changes in products. Research and development departments of industry have led to new products, to changes and refinements in products, and to sharp increases in productivity of men and machines. These creative segments of industry are working overtime and the demands for creativity and ingenuity are almost beyond comprehension.

It is in these creative areas and in the new jobs they produce that otherwise unemployed workers are finding employment. But the burden upon them is a heavy one. It is estimated that increased productivity alone must be off-set by 1.8 million new jobs this year; and counting net additions to the labor force 3.75 million new jobs will be needed in each of the next few years to maintain high levels of employment. This figure, incidentally gives scant attention to a growing pool of workers of whom it was once accurately said, "but woman's work is never done."

Just how much reduction will occur in the individual employee work-week is not known; but authorities are agreed that many workers in industry and in the home will have increasing amounts of leisure time on their hands.

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[1] Norbert Wiener, "Machines Smarter Than Men," U.S. News and World Report, February 24, 1964, pp. 84-86.

Not only is there a great change in the amount of leisure time workers have; there is another change, probably more significant, in the workers who are coming to have it.

Workmen tend to be of two kinds: (1) those who plan, design, create, and manage--employers or self employed--who determine work assignments for themselves and others; and (2) employees who are paid on hourly, daily, weekly or monthly basis, and who build, repair, process, transport, or otherwise carry out work assignments determined by others.

The first group tends to be made up of persons who do not require structuring for their lives but produce their own structure. In the past this group has generally been the "leisure class." They tend, in this time of change, to have very little leisure time. Those in the second group, working within structures determined by others, have in the past had very little leisure; they have worked long hours and often at physically exhausting tasks. Increasingly it is these workers who now have leisure time--and seldom are their fewer working hours filled with physically exhausting work.

Hence the persons inclined by temperament and work experience to plan and structure their leisure time are having less of it; and those less inclined by work experience and temperament to do so are having more of it.

Structure vs Freedom

It is not just work that is highly structured for a majority of us. School routines, laws and customs of the community, radio and television programs, community institutions, neighbors and friends, commercial advertisers, and others all contribute to the structuring of our lives and to limitation upon our freedom to choose how we will spend our time.

While we live in a "free-choice-of-use-for-time" system and have growing amounts of time for which we can, if we will, choose how it is to be used, each of us has many forces directing, or attempting to direct, his choices. If one is lazy or inattentive his choices will likely be made for him and his time quite fully used up. If he is an independent soul he may find himself in a tussle at times but leisure hours can be made to serve his purposes.

The concern of the educator here is not to determine legitimate uses of leisure time, but to assist individuals in thoughtfully setting goals and in employing leisure time toward achieving them.

A society which values freedom, as ours does, may well direct a segment of its education effort to the development of individual and family autonomy in an area where freedom is of great importance and where it is seriously threatened--the area of abundant leisure time.

Cultural Activities

Beyond the narrow, though important area of games, physical activities, and spectator sports are other leisure time activities. One important area is that of cultural activity.

The Model Neighborhood application dated April 28, 1967--Muskegon, Michigan, envisions the West-State Art Center. It would include a home for Westshore Symphony, the Civic Opera, Port City Players, Muskegon County Library, Muskegon County Museum, Hackley Art Gallery, Senior Center, and other cultural organizations. Paramount in the plans are workshops and programs of all kinds in the cultural areas.

The plan makes provision to keep as much activity as possible on an amateur basis, with stage craft, lighting, costumes, etc. done by volunteer workers, and keeping the

Center a truly "creative" re-creational program. Public and private recreation and continuing-education have very important roles in this proposed project.

Churches should play an important part in cultural activities. Music, both instrumental and vocal, drama, speaking choirs, arts and crafts of various kinds not only implement the religious program but will encourage and strengthen the cultural life of both church and community.

Means should be sought for inter-church cultural activities. Combined choir-concerts, drama festivals, creative arts exhibits, etc., are worthy tools in developing positive "re-creation."

Various community cultural activities such as: community choirs, drama clubs, and specialized interest groups should be encouraged by the churches.

Interest Clubs and Organizations

Many groups have been organized because of special interests such as: investment clubs, stamps clubs, rock clubs, astronomy, etc. This type of interest organization should be encouraged, and every effort should be made to help these organizations secure resource and study materials.

Types of Recreation

Mass recreation, such as, golf, tot-parks, playfields, neighborhood parks, city parks, county parks, water activity, winter sports, and camping are planned and developed for the services of the masses. Some of these activities need to be structured with programs in order that maximum use can be made of the facilities.

Small group recreation is vital to decentralized community activity. Specific programs for specific communities in community centers, in schools and churches, help to involve people where they are--and thus a maximum success for programming can be assured.

Poverty Area

Recreation for recreation's sake in the poverty area is not enough. It must usually be structured because the people from this area know little about social organization--and as a community are almost totally unstructured. One of the objectives of recreation should be structuring so that hopefully, little by little, individuals could come to constructively work in freedom.

All recreation should promote learning as well as physical development. It should enable participants to know themselves, their abilities and deficiencies, their limitations and responsibilities and that they are a part of a team. It should help individuals recognize achievement in themselves as well as in others. It should develop ability to lose as well as win. It should lead to such learning activities as: sewing, cooking, household management, child-care, remedial reading, arts, and crafts, etc. Motivating factors for activity in the poverty area include: achievement, attainment of self identity, pleasure, escape from ugliness or unhappiness, and self expression.

Recreation should contribute to "community," sociability, cooperation, ability and willingness to help, promptness, and similar outcomes. In order to assist "community," poverty areas should hopefully have their own Community Center which will be the heart of their community. From this center should eminate as many services as possible including recreation. It is of primary concern that recreation be organized and developed in accordance with the needs and the wishes of the community. MADC's Neighborhood Associations, are good examples. Successful recreation demands cooperative working together of all agencies, both private and public.

Decentralization of Services--Consolidation of Function

As our country is beginning to consolidate governmental agencies, recreation education activities in the county need to consolidate their functions, but decentralize their services. Many organizations such as: YWCA and YMCA are struggling with the problem of either remodeling present facilities or building decentralized units in various sections of the county.

With our urban, suburban and rural areas it is vitally important that recreational activities, including recreation education, be decentralized in order to reach the various strata of people. In the poverty area community centers could be one answer to the needs of "re-creating" individuals and the community. In the suburban areas a major problem for recreation is the highly competitive TV screen.

Recreational activities should be where people are, and where competition is at its lowest ebb. Therefore, as an example of imaginative ways of presenting recreation--the library might schedule a book-mobile at Thrifty Acres. From this book-mobile programs could develop other forms of recreation such as music-records, story-hour for children, little theatre groups, etc. This is one example of decentralization, bringing the "big library downtown" to a neighborhood group. Other agencies should do likewise.

As much as possible all recreational services should be coordinated as they are decentralized to avoid duplication, to insure highest quality of activity and to inspire cooperative community working togetherness. Many miscellaneous groups should be considered in a "re-creation" program. Nursing homes, medical care facilities, hospitals, senior citizens, physically and mentally handicapped, etc., have urgent need for assistance in helping them to "re-create" themselves.

In the broad concept of recreation the community school concept should play a vital part for it is here where most levels of recreation can develop to their fullest potential.

Conclusion

We fear that continuing recreation education may be seriously misunderstood and dangerously underated in our area. We urge that it be given very serious attention in the new area program of continuing education. Early in this chapter two quotations indicated that the need in our time of technological revolution is to help each individual to reach his intellectual capacity, and to help give each individual a proper perspective of his place in the world. To help in this objective we have reviewed problems and resources in the county; we have considered likely developments in the world of work; and we have made suggestions for recreation and continuing recreation education in light of these. We herewith present the following summary recommendations for "re-creating" through continuing recreation education.

1. Continuing recreation education should be a cooperative venture of the city, county, schools, churches, and private organizations.
2. Every effort should be made for the consolidation of the function of continuing recreation education with as many services as possible decentralized into the various areas of the county.
3. Continuing recreation education should be developed where people live and are, and should be planned and promoted by the local people with the cooperation of agencies, including schools.
4. Special consideration should be given to the needs and wishes of specific areas; using available facilities to their fullest potential.

5. Special consideration should be given to varied recreational activities, hopefully to structure only when necessary, and to give as much freedom as possible.
6. Every effort should be made to secure voluntary leadership, developing programs through group-dynamic decisions.
7. Mass educational facilities should continue to be developed in the county and opportunities for constructive continuing education should be made available in these facilities.
8. Continuing recreation education programs should be made available to every segment of each community, including those in health-care services and the home-bound.
9. Continuing recreation education should be ever alert to assisting in the many diverse cultural activities of the county.
10. Continuing recreation education should be provided for family groups.
11. Continuing recreation education should use all tools available to motivate all individuals for constructive use of leisure time.

* * * * * * * * * *

. . . it is unlikely that by 1980 the formal educational system will be able to deal with leisure on the scale or with the emphasis that the topic deserves.

from The Next Generation

by Donald N. Michael

CHAPTER 19

COUNSELING IN CONTINUING EDUCATION

A very great portion of continuing education is of the essential nature of counseling. It is concerned with helping the adult or out-of-school youth to see the world as it really is, to see himself as he really is, to see others as they really are, and to make and carry out sensible decisions in light of these realities.

Educational counseling for the returning adult student whose school experiences have been happy and productive is a highly important, though usually not complex function. It is first of all necessary to determine the point at which the returning student should "plug-in" to the wide range of educational alternatives available. It may be necessary for him to refurbish his skills in reading, mathematics, composition, foreign language, basic science, or any one of several other "prerequisite" areas. In other cases, his life experiences or independent study may have given him competence in areas never studied in school. He may be entitled to "equivalency credit" or credit-by-examination. He needs competent and timely assistance if he is to make the most of his always-limited time and energy, and he may need a consultant as he plans a "lifetime of learning."

Insofar as continuing education is directed to recent or former "drop-outs," counseling assumes further significance and demands much more intensive effort. Most dropouts are, by definition, persons who have had problems in their earlier school experience. These problems usually are difficult to classify and still more difficult to resolve. A sympathetic approach to the individual as a person and a diagnostic approach to the roots of his learning problem is essential to any progress by him or his teacher. Often this calls for highly professional approaches and highly sophisticated techniques.

Career planning is a continuing process often significantly improved by counsel. Jobs change. Old ones disappear. New ones appear. Workers mature and seek new challenges. Organizations change. New opportunities emerge. Tensions and frustrations arise. Rare indeed is the person whose work-life is a steady and uninterrupted journey toward his youth-selected career objective. Most need to plan and replan.

Women, in increasing numbers, are returning to study and work as their families grow and establish homes of their own. They need counsel as they return to study. They need it, too, if their second part-time or full-time careers are to be more than simply the first jobs available.

Vast numbers of economically disadvantaged, studies show, are persons who never developed any kind of career plan. Experienced social workers suggest that no educational, employment, or welfare assistance is likely to produce its intended effect without the career planning that a skilled counselor can help to initiate or recover.

Many mature persons, late in life, discover talents they never had suspected in themselves. Others live life through with prejudices and frustrations which cripple them as workers, parents, citizens and persons. Skilled counselors can be helpful in discovering such hidden sources and human drains of living power. These discoveries and the constructive contributions of new learning can enormously enrich life for both kinds of adults.

The area of continuing education for retirement and for aging will assume greater proportions in the next decade. Even more than most other areas of CE, this area involves counseling. In this area--as in some others--group counseling may be used with excellent effect; in fact, the line between teaching and counseling here, and often, becomes a very thin line.

As every teacher, minister or personnel director with a year of experience knows, there are many people who perform far below their potential, not because they lack basic knowledge or skill or motivation, but because they harbor false notions about other people, about themselves, or about some part of their life (job, religion, marriage, etc.). Their decisions and actions are prevented or perverted by things they "know" that are not true. Many of them have developed utterly unrealistic pictures of themselves. Their self-esteem may have fallen dangerously, or it may have risen without apparent reason. They stand in their own way. Continuing education for these persons (and to some extent this means every one of us) consists of _un_learning these debilitating falsehoods and clearing the way for progress.

Counseling is more difficult and more central for adults than for children because (a) adults have usually learned more things that are not true; (b) the decisions they make are concerned principally with very present and very live issues; (c) the "stakes" are often very high; and (d) they have severely limited time for gaining the knowledge and developing the competence that they need. An amazing number of adults and out-of-school youth need assistance that will enable self-assessment, self-discovery, and self-development.

Counseling is being done at many points, in schools, YMCA and YWCA, plants, churches, bars, offices, and living rooms. Some counselors are well prepared for their task and well aware of its nature. The overwhelming majority are not. Ministers, personnel workers, social workers, and school and college faculty members represent the first line of contact for most adults who "need a little counsel." Attorneys, marriage counselors, doctors, psychologists, psychiatrists, or other professional consultants receive crisis cases--at least of those who have the money and the will to use the needed service. Between these extremes there is a great void in resources to perform the counseling task safely and well.

Teachers, ministers, social workers, and all who work in the "helping professions" find that counseling claims a major portion of their time and talent. They need access to consultation with professional colleagues; they need testing services for routine clients; and they need referral centers for special clients.

A vitally important function, then, to be built into the continuing education system is counseling. The function consists of many parts and must be performed at many places in the system. However, the "center" for the function would best be lodged, we think, within the community college.

Many of the problems exposed in the counseling situation can be dealt with only by highly specialized counselors. These professional counselors should be seen as the top of a counseling system, and their expertise should be utilized to the full. Referral to them would be one principal function of the continuing education counseling center.

Initial and routine educational counseling should be done in every school where a continuing education program is operating. Much of it should be done in classrooms, at registration, and in informal conversations with faculty. Similar first-line counseling should be done by ministers, social workers, personnel directors, and others. All of these, on occasion, could profitably use assistance from the Community College Counseling Center. The principal elements of this assistance would be testing, in-service training, consultation, and referral.

In such a system the very necessary "routine" counseling can be made safer and more productive; and the professional services of specialized counselors can be directed more fully to the points of greatest need. More to the point of this study, continuing education would be made more complete and vastly more effective with the essential contributions of a well equipped and professionally staffed counseling center performing its own essential work, and enabling the work of others on the continuing education team.

Basically, educational counseling should perform two fundamental services. The first is to help the individual to understand himself and his environment and to make the necessary adjustments so that his life may be lived satisfactorily. The second is to help the institution and its professional staff members to understand the individuals with whom they work and to make the necessary adaptations in procedures, materials, and structures so that their services may be maximally effective.

* * * * * * * * * * *

> As the next two decades proceed, a larger proportion of adults, especially older ones, will find themselves dispossessed in one way or another of lifelong jobs, of favored views or ideas, of a sense of being in close touch with what is happening to man and his world.
>
> from The Next Generation
>
> by Donald N. Michael

> . . . Perhaps many men will always fall into ruts. Perhaps many will always let their talents go to waste. But the waste now exists on such a massive scale that sensible people cannot believe that it is all inevitable.
>
> --John W. Gardner

CHAPTER 20

THE COMMUNITY SCHOOL

One highly regarded plan for expanding the contribution of schools to the communities that support them is the "community school" plan. The plan in one form is already established in two K-12 districts, Muskegon and Reeths-Puffer. It deserves careful consideration and encouragement in the attempt to expand continuing education area-wide.

The concept is perhaps best depicted in these eight characteristics of a community school:

1. The school is conceived as the principal center of community life.
2. It is directly concerned with the health and growth of individuals and the healthy development of the community.
3. It serves children and youth through the regular school programs; it serves out-of-school youth and adults through continuing education programs; it serves both through extended-day, recreational, and widely varied enrichment and community improvement programs.
4. It acknowledges the important link between home and school; thus it seeks to help parents perform their educative roles and seeks their help in performing its educative roles, both in the interests of their children.
5. It is a learning center in which any problem of personal or community life may legitimately be studied.

6. It remains flexible and innovative, especially in its extended-day and continuing education programs, to deal with current needs as they arise.
7. While it is not an action agency, it is an agency where active citizens may gather data for decision, develop skills essential to action, and thoughtfully appraise the results of their efforts.
8. It seeks out and involves community resources in serving educational and community improvement objectives of the school.

The community school idea is dramatically illustrated in Flint, Michigan, where one of its major forms has been developing over three decades. There the Mott Foundation has provided both guidance and financial assistance. The two-year old program in the Muskegon Area in addition to local, state, and federal support has had contributions of both financial support and professional experience from the Mott-Flint program.

Cost to provide a full community school program with its extended and enrichment services for children plus its continuing education services for adults and out-of-school youths, requires a small budget increase. This amount will be minimal, however, because of the extensive shared use of existing equipment, facilities, and personnel. (Appendix E-2 presents a hypothetical first-year budget for a county-wide community school program.)

Administratively the community school employs a dual structure. Personnel management and financial support lines for the extended-day program lead to one administrative office, while those for the regular school program lead to another.

A "community school director," often a part-time teacher, assumes responsibility for program and building as the principal and staff complete the school day at 3:00, p.m., or another established hour. Responsibility reverts, at the beginning of the next school day, to the building principal and staff.

Budgets, similarly, are handled separately. Student fees, materials charges, and similar revenues may be involved, as may grants for special projects or for the program as a whole. These revenues and the expenditures for the program are recorded and administered separately from the balance of the school operation.

The dual structure has obvious advantages and similarly obvious disadvantages. An area-wide system involving a dozen school districts, and considering the community school concept, should give careful thought to the question of administrative structure for the program.

* * * * * * * * * * *

> We believe that a good school cannot thrive and grow without the active support and constructive interest of the people in the school community. . . so important and necessary is this relationship between the community and the school that we support what has come to be known as the Community School concept. The school, under this concept is built through the active participation of the citizens. It is built not just for the young, but to be the center of the community for the use of all. Through the development of the community school, education is seen as a continuing factor in the lives of the people as long as they may live.
>
> . . . Michigan Department of
> Education. 1960

PART V

RECOMMENDATIONS

Chapter

21 Basic Recommendation: An Area System

22 Local Schools

23 Community College

24 Intermediate School District

25 Community Agencies

26 Council of Continuing Education Administrators

27 Administrative and Financial Support

28 Adult Education Association of Muskegon County

29 On Getting Started

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> . . . we should very greatly enlarge our ways of thinking about education. We should be painting a vastly greater mural on a vastly more spacious wall. What we are trying to do is nothing less than to build a greater and more creative civilization. We propose that the American people accept as a universal task the fostering of individual development within a framework of rational and moral value. We propose that they accept as an all encompassing goal the furtherance of individual growth and learning at every age, in every significant situation, in every conceivable way. By doing so we shall keep faith with out ideal of individual fulfillment and at the same time insure our continued growth and creativity as a society.
>
> --John W. Gardner

CHAPTER 21

BASIC RECOMMENDATION: AN AREA SYSTEM

We propose an area-wide system of continuing education:

- to expand the educational opportunities, both formal and informal, for out-of-school youth and adults, and to make them fully and equitably available throughout the area.
- whose function is to develop and maintain CE programs directed to real and present requirements of out-of-school youth and adults and the communities in which they live.
- which will facilitate coordination among public and private institutions whose primary function is education, and with voluntary, private or public agencies for whom CE is a significant auxiliary function.
- which will be coordinated, in the education sector, through a Council of Continuing Education Administrators.
- which will be coordinated with the auxiliary education sector through a series of councils and advisory committees.
- in which K-12 schools and community college commit themselves to:
  a) undertake CE as an integral part of their function,
  b) cooperate and consult with agencies in the private and auxiliary sector who operate CE programs,
  c) coordinate their own efforts and
  d) exercise initiative, as necessary, to facilitate coordination with other agencies through the councils and committees.

- in which the intermediate board of education assumes a major responsibility for consultation, interpretation, and coordination.
- in which voluntary and private institutions are encouraged to:
  a) expand their CE programs,
  b) coordinate their "public domain" CE efforts with other agencies,
  c) cooperate, as they choose, in CE programs for their own members.
- in which the CE functions auxiliary to public agencies are aided by and, where appropriate, operated through educational institutions.
- in which media of communication participate actively.
- which will utilize available facilities, administrative structures and resources, and require a minimum number of specialized personnel.
- in which flexibility and innovation are honored qualities and organizational structures are recommended to facilitate them.
- which preserves the fullest possible freedom and autonomy of participating agencies and institutions.

* * * * * * * * * *

> . . . Like those who confine their religion to Sunday and forget it the rest of the week, we have segregated the idea of individual fulfillment into one compartment of our national life, and neglected it elsewhere. If we believe what we profess concerning the worth of the individual, then the idea of individual fulfillment within the framework of moral purpose must become our deepest concern, our national preoccupation, our passion, our obsession.
>
> --John W. Gardner

CHAPTER 22

LOCAL SCHOOL*

The local school is the foundation of all public education. It is supported by, and readily accessible to, all citizens. It is in a position to cooperate with other public and private agencies in providing continuing education for out-of-school youth and adults. Its facilities and services can be adapted for use by adults at minimum cost. State and federal financing make it possible to offer many significant programs without cost to local taxpayers. Enormous advantages have come to individuals, families, the community, and the school itself when local school systems have seriously undertaken to become education centers for the total community.

It is recommended that each K-12 board of education:

1. Establish a continuing education program.
2. Appoint to the staff of its superintendent a qualified full-time or part-time administrator of the CE program.
3. Appropriate from its own resources funds to support basic administrative services, match state and federal aid, and support any CE activities which it may approve for subsidy.
4. Request and utilize financial assistance available from state, federal and other sources to assist in support of the program.

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*This section is addressed primarily to K-12 public schools. However, there is no intent to exclude parochial and proprietary schools. They are encouraged to examine the recommendations and to participate in the proposed continuing education system as fully as it is possible and appropriate for them to do.

5. Adopt policies which will support a program specifically designed and operated to serve mature students.
6. Create a local advisory committee on continuing education.
7. Affiliate its program with the area-wide CE system.
8. Instruct its director to participate actively in the Council of Continuing Education Administrators. (See Chapter 26)
9. Strive to provide a balanced program made up of formal and informal instruction for out-of-school youth and adults, and dealing with as many of the following areas as resources permit: (a) adult basic education; (b) high school completion; (c) home and family life; (d) health and safety; (e) vocational preparation and upgrading; (f) public issues; (g) recreation; (h) creative and performing arts; (i) language and literature; (j) natural and social sciences.

It is recommended that the administrator of continuing education have the following responsibilities:

1. Administer, under direction of superintendent and board, the continuing education program of the school.
2. Recommend to superintendent and board, and work closely with, a local advisory committee on continuing education.
3. Employ and supervise instructional, counseling, and other professional and sub-professional personnel as authorized.
4. Nominate to superintendent and board of education, as may become appropriate, an adult high school principal, an adult basic education

director, or other administrative personnel for a growing CE program.

5. Conduct such surveys of, and maintain such liaison with, significant sectors of the community that continuing and emerging needs for CE may be continually in focus.
6. Appoint such local advisory committees as may be necessary to start and guide special portions of the program. E.g.: an adult high school council, a committee on adult basic education, a committee on the study of public issues, etc.
7. Maintain such flexibility, openness, innovation, and continuous evaluation in the program that it may be responsive to the genuine needs of adult students, out-of-school youths, and the community.
8. Arrange for appropriate format of programs, times and places of meeting, qualifications of instructors, kinds of learning resources, composition of learning groups and all similar components of CE, to the end that real educational needs of adults and out-of-school youth may be excellently served.
9. Participate fully in the Council of Continuing Education Administrators.
10. Participate in planning, proposing and implementing of CE projects in cooperation with other schools in the area-wide system.
11. Assist in preparation and distribution, through the CCEA and intermediate school office, of area-wide CE announcements.
12. Prepare and distribute such local and supplemental announcements as may be required.

13. Officially represent the CCEA on at least one area-wide council or committee advisory to the CE system.
14. Assist, on request, voluntary, private, and public agencies who conduct CE programs in the public interest.
15. Report and interpret the CE program to the Board of Education and to citizens of the area.
16. Perform other functions as the welfare of the CE program requires.

It is recommended with respect to local school CE programs:

1. That smaller schools cooperate and consolidate offerings and, when necessary, refer their adult students to offerings in other schools.
2. That one full-time administrative person be assigned to the CE division for each 10,000 of total population in the area served.
3. That a district employing a part-time administrator for CE pool resources with another district so that the person thus jointly employed will devote his full time to CE activities.
4. That adult high schools be conducted only in districts or combinations of districts serving 25,000 or more in total population and that the additional factors of projected population growth, high school drop-out rates, and tax base be taken into account in establishing adult high schools.
5. That each district not operating an adult high school make arrangement with one which does, so that every OSY and adult desiring to earn a diploma may do so, and so that both sending and receiving districts may qualify for financial aid for which each is legally qualified.

School	Estimated Population 1967	10 Yr. Growth Predicted	Tax[1] Base	CE Director	Additional CE Staff	Adult High School
Muskegon	44,000	-9%	high	1 1/2	3	Muskegon
North Muskegon	4,000	14%	high	1/2		Muskegon
Muskegon Hts.	20,000	-5%	med.	1	1	Muskegon Hts.
Mona Shores	25,000	20%	med.	1	1 1/2	Mona Shores
Fruitport	14,000	18%	low	1 1/2		Mona Shores
Reeths Puffer	13,500	17%	high	1 1/2		Reeths Puffer
Holton	3,500	10%	low	1/2		Reeths Puffer
Montague	5,000	15%	high	1/2		Reeths Puffer
Whitehall	7,000	7%	med.	1/2		Reeths Puffer
Orchard View	13,500	17%	med.	1 1/2		Orchard View
Oakridge	8,000	12%	low	1/2		Orchard View
Ravenna	6,000	7%	low	1/2		Orchard View

Fig. 17.--Illustrative pattern of employment of continuing education administrative staff and of district groupings into adult high school attendance areas for K-12 districts.

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[1] High - more than $15,000 state equalized valuation per membership

Medium - $8,000 through $15,000 SEV per membership

Low - less than $8,000 SEV per membership

6. That until a high school has a minimum of 200 adult and OSY students enrolled, it operate as a "sattelite" of another high school, and after that establish its own high school with continuing transfers into the parent school for low-enrollment classes.
7. That each adult high school be directed by a specially designated adult high school principal. This AHS principal should work closely with the youth high school principals and the counseling service. (Unique problems of placement, credits, credit-hour requirements and accreditation pose complications if not treated separately from the required youth high school program.)
8. That adult high schools offer classes or sections of classes in the home communities of transfer students whenever feasible.
9. That the adult high schools work closely with the councils on the arts, civic education, home and family life, vocational education, etc. so that the adult high school student may be related to live adult issues as well as to academic studies.
10. That each school provide counseling assistance for every adult or OSY in its program and refer them when necessary, to the community college or other sources for further counseling.
11. That schools make available all school services, such as library, store, cafeteria, and lounges, as needed by adult students.
12. That program operation not be confined to school settings, but that the nature of

activities and the group itself be taken into account in determining locations for programs.

13. That there be rigorous insistence that all instructional and service personnel fully respect the maturity and dignity of adult students, and that facilities and procedures be adapted to the maturity of the CE student body.
14. That "community aides" be recruited, trained, and utilized to assist in contacting, encouraging, and assisting alienated and disadvantaged OSY and adult students.
15. That each local school cooperate fully with voluntary, private, and public agencies in conducting CE programs which are generally in the public interest.
16. That "entry programs" for those not fully committed to CE be conducted at levels, by instructors and in places, which will present minimum barriers to those adults and OSY most in need of CE.
17. That popularity ratings not be the sole criterion for choice of CE offerings, but that such socially significant areas as civic affairs, creative and performing arts, and general education be actively cultivated.

Contingencies

In the event that the intermediate school district should be reorganized into a single district, as recommended in 1965 by the Reorganization Study Committee, then:

1. the continuing education coordination role here proposed for the intermediate school board should become an administrative leadership role in the reorganized single district.
2. the local school CE directors would formally constitute a single CE administrative staff.
3. the Council of Continuing Education Administration should be continued to maintain liaison between the consolidated team of public school directors and the other agency representatives.
4. the local advisory committees would not necessarily be affected by the changes.

In the event that an area vocational-technical education facility should be established at the high school level as recommended by the Muskegon County Vocational and Technical Committee in 1965, then:

1. basic programs (high school level) of vocational and technical education for out-of-school youth and adults should become a major component of its service to the area.
2. such vocational and technical education programs as are here recommended for local schools should in most instances be transferred to the new facility. Exceptions would be programs serving large numbers of students, and employing facilities and instructional resources readily available in local schools.

ADULT EDUCATION IN THE PUBLIC SCHOOLS[1]

IN A TIME which is characterized by rapid and momentous changes in the social, scientific, and technological fields of human endeavor;

IN A SOCIETY which places great value upon the optimum development of each individual and depends upon the maximum contribution of each citizen to maintain and extend our free system of government;

IN A COUNTRY where the maintenance of a free society by free men is never safe from attack;

IN THE REALIZATION that the problems of keeping abreast of new knowledge and of maintaining human liberty constantly require wise and judicious decisions on the part of all citizens; and,

IN RECOGNITION of the fact that today's problems must be solved by today's adults,

IT IS CLEAR that there is a compelling need for improved opportunities for adults to continue their education throughout their adult life. . . .

Founding our position on the truth that a society is only as sound and fine as its members, we believe that public school adult education is a logical extension of the community's educational responsibility. With wise direction, it can make a significant contribution toward sustaining and raising the quality of citizenship of this nation. This, we think, can best be done by the public schools as they provide intelligently for the functional educational needs of adults on the job, in the home, as citizens, and as they cooperatively work with community organizations in offering sound opportunities for adults to cultivate their mental, moral and spiritual talents as individuals. This, we believe, is a public responsibility. It is also a significant and vital opportunity for the public schools of America to step up to the challenges of today's world!

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[1] From a statement by a joint committee of the American Association of School Administrators, The Council of Chief State School Officers, the National Association for Public School Adult Education, and the National Congress of Parents and Teachers, 1961.

CHAPTER 23

COMMUNITY COLLEGE

The community college is the single educational institution currently designated to operate a broad educational program serving the entire area. It is currently building facilities, curriculum, faculty and policy as it makes an important transition from its past as a city junior college to its future as a community college in name and in fact.

Citizens of the area have approved and financed the transition in anticipation of expanded educational services. Its new location makes it geographically and psychologically available to the entire area. A reasonably stable population projection makes orderly planning and development possible. It has a firmly established program of general and vocational adult education. In these and many ways it is uniquely appropriate that in the immediate future the Muskegon County Community College should assume a major role in the area-wide system of continuing education.

It is recommended that the Community College:

1. Significantly expand its continuing education services.
2. Make its continuing education director or dean responsible directly to the college president.
3. Concentrate its CE efforts upon programs requiring college resources. (But not exclude all other programs.)

4. Continue to orient its CE services to its total service area and give attention to opportunities for expansion to a wider service area.
5. Participate officially and fully in the Council of Continuing Education Administrators. (See Chapter 26)
6. Develop a Continuing Technical, Vocational and Para-Professional Education Program, kept constantly abreast of the unique and evolving requirements of work places and of the adults and out-of-school youth of the area.

   This calls for special flexibility and innovativeness, and should build upon the very fine program in trade extension, apprentice training, and similar work currently in operation. One specific function of this program should be the provision of routine and special in-service education for employees of public agencies. In the event that an area technical-vocational high school is established, this program should, of course, be closely coordinated and cooperative with it.

   Carefully selected and rotated advisory committees should be closely related to the program. An important and difficult function of these committees will be the maintenance of sound orientation to the future and avoidance of over-dependence upon past experiences.
7. Develop a Continuing Professional Education Service.

   This service center should maintain communication with education committees of all professional groups, assist in program development, encourage joint activities among professional groups when appropriate, coordinate the recruitment of university and other personnel and resources for programs, provide meeting facilities, and generally lend educator-assistance to an important educational task. In the very near future the community college might become a receiving point for electronically distributed information and instruction from centers throughout the nation.

Operation of the service can be enhanced by a Council on Continuing Professional Education, on which each participating professional group should be represented. This Council could logically include and expand upon a committee already established within the intermediate school district. It should also cooperate closely with University Extension representatives functioning in and near the area. It can be an important service to the professions in the area, and, if effectively operated, will merit their voluntary support.

8. Create a Center for the Study of Community Issues.

This Center should be both an operating and a service center. It should operate both on the campus and off. It should conduct seminars, workshops and similar programs in such areas as: the processes of public decision making, communication and leadership in community life, objective study of current issues from local to world levels, study of persistent policy questions, the arts and ethics of partisan presentation, and the art of analysis of issues and presentations. It should also encourage and assist local schools and private and voluntary groups in the promotion of similar study.

Such a center would focus the insights of social scientists and other specialists, community leaders, and "imported" resource persons upon significant questions, hopefully substituting information and reason for myth and prejudice in community choice-making. It should rigorously promote objectivity, balance and social responsibility in the study of issues which matter greatly and which call for informed community decision and action. The Center should cooperate with a Council on Civic Education.

9. Establish a Center for Continuing Education in the Creative and Performing Arts.

Such a center should represent a major contribution to the cultural life of the area. It should perform three basic functions: (a) enlist talented persons and the resources of studio, stage and library in a continuing education effort in its own name; (b) actively encourage and assist private and volunteer groups, amateur or professional; and (c) encourage study of the arts in local schools throughout the area. It should encourage maximum participation by its own faculty and maintain a hospitable center for community and visiting artists and their works. It should cooperate actively with communications media--press, radio and television--and should encourage and assist voluntary groups devoted to either appreciation of or performance in the arts.

Encouragement and assistance should be given toward establishment of an area-wide Council for the Arts.

10. Give major emphasis to a Program of General Studies for Adults.

This should be a combination of credit and non-credit programs. For those adults who wish to earn a college certificate, the program should provide sequential offerings, at times convenient to the students, and qualifying for full academic accreditation. Provisions should be made for granting credit by examination in warranted cases, using standardized examinations recently developed. In general, classes should be offered in the evening and Saturdays, but provision should be made for those housewives and workers unable to attend in the evening to be admitted to daytime classes.

Many adults will likely wish to enroll in general studies classes in mathematics, languages, natural or social science and other areas, but without the desire to earn credit. When enrollments justify special non-credit sections all will likely benefit by adding them. In cases where only one class can be offered it is hoped that instructors will permit non-credit students to "audit" courses which are offered for credit.

It is in the General Studies Program that the College can best perform its broad liberal education function. Whatever other purposes it may serve, such a program accommodates the most humane of adult students, those who simply want to understand themselves, each other, and their world, and the principles of right relationships throughout. It should be kept open to all who may profitably enroll and pursue that high purpose.

An area Committee on Continuing General Studies (or Liberal Studies) should advise the Community College and the Council of Continuing Education Administrators as well as other community agencies involved in such liberal education activities.

11. Provide a professionally staffed and well equipped Continuing Education Counseling Center.

    The Center should serve as the "hub" of counseling services for the entire continuing education system and maintain referral ties with employment, educational, religious, financial, legal, family, welfare, health, and psychiatric counseling services. It should have the finest staff and facilities in the area.

    Its principal functions would be to:

    a. service the counseling needs of community college students, both youth and adults.

b. serve selected continuing education students referred from other operating centers in the system.

c. serve as a self assessment and counseling center for adults contemplating changes in vocation or for other reasons desiring objective data essential to major personal decisions.

d. provide in-service education and professional consultation to counselors and other continuing education personnel throughout the system.

e. refer its clients when appropriate to specialized counselors.

A formal or informal council of professional counselors would probably be desired by those working in this area. The community college might lend assistance in its formation.

12. Formally undertake to encourage orderly participation by nearby colleges and university extension services in meeting the needs for higher education resources in the area's CE system.

13. Cooperate with and assist voluntary, private, and public bodies in conducting their own CE programs, especially in such ways as training leaders, sharing specially qualified personnel, consultation in program development, assessment of needs, sharing facilities, and co-sponsorship of multiple efforts.

14. Assist local schools in ways similar to (#13) above.

15. Seek and utilize fiscal resources both inside and outside the area to aid in expanding these and other CE services.

* * * * * * * * * * *

> Life is a chaos, a tangled and confused jungle in which man is lost. But his mind reacts against the sensation of bewilderment: he labors to find "roads," "ways" through the woods, in the form of clear, firm ideas concerning the universe, positive convictions about the nature of things. The ensemble, of system, of these ideas, is culture in the true sense of the term; it is precisely the opposite of external ornament. Culture is what saves human life from being a mere disaster; it is what enables men to live a life which is something above meaningless tragedy or inward disgrace.
>
> from "The Fundamental Question"
> in The Education of Modern Man
>
> Josê Ortega Y Gasset

CHAPTER 24

INTERMEDIATE SCHOOL DISTRICT

The intermediate board of education, its superintendent, and his staff constitute the consultative, coordinating and administrative service agency whose functions extend throughout the intermediate school area. Few of its relationships are relationships of legal obligation, but its leadership is effective and its service essential. Its relationships with local schools, community college, and voluntary and official agencies of the area make the intermediate school board the uniquely appropriate integrating agent for a voluntarily and effectively coordinated system of continuing education.

It is recommended that the intermediate school board employ a highly qualified adult educator, responsible directly to the superintendent; that he be designated Muskegon Area Coordinator for Continuing Education (MACCE); and that he perform, among others, the following functions important to an effective area-wide CE system:

1. Advise intermediate district superintendent and board on matters relating to continuing education.

2. Consult with local superintendents, boards of education, and CE administrators, concerning all phases of organization and operations of continuing education.

3. Utilize all services and facilities of the intermediate district staff in service of CE as authorized by the superintendent.

4. Serve as executive secretary and treasurer of an area-wide Council of Continuing Education Administrators. (See Chapter 26)

5. Arrange programs of in-service training for administrators, teachers, board members, and other personnel throughout the CE system.

6. Prepare and distribute such informational and promotional materials as will inform all interested adults and OSY of CE opportunities available to them throughout the area.

7. Serve, exofficio, as a member of each area council or committee advisory to the CE system.

8. Consult with and assist voluntary, private, and public agencies in their programs of continuing education, or refer them to other sources of consultation and cooperation.

9. Represent the CCEA, or arrange for it to be represented, in inter-agency consultations involving continuing education.

10. Maintain close liaison with communications media, keeping them informed of significant developments and encouraging their active participation in the area CE program.

11. Encourage communication and cooperation among all agencies, public and private, official and voluntary, who are concerned with continuing education in the area.

12. Receive and transmit proposals for federal, state or other external support for CE projects in local schools and when appropriate,

other area agencies. (This would provide a central point for information and consultation, but is not intended to require centralized control.)

13. Prepare and/or transmit, in name of the intermediate board, requests for state, federal, or other external support for continuing education whenever such support may legally and appropriately be sought on an area basis.

14. Distribute such monies as may be appropriated to, or received by, the CCEA or intermediate board for CE functions in local schools or other appropriate agencies.

15. Perform such other duties as the intermediate board or superintendent may suggest or approve.

* * * * * * * * * *

To have a truly great society we must have not only great schools, colleges and universities for the young but also a wide-spread acceptance of the importance of adult learning. We need both stages of education, not merely the first.

--Cyril O. Houle

CHAPTER 25

COMMUNITY AGENCIES

It has been a basic assumption of this study that many agencies and associations throughout the area, not just schools and colleges, are engaged in continuing education. The very essence of free community life is the voluntary participation of citizens in mutual improvement and community betterment. Education is the vehicle for many such purposes. Similarly, official agencies accomplish their community-serving tasks, in increasing proportions, through education.

This CE study team was charged with questions primarily concerned with public schools and the community college. In its deliberations, however, it has acknowledged the major contributions of the "non-school" to the CE enterprise. As it formulates its recommendations it is moved to respectfully include some relating to this important sector where half or more of all CE programs are to be found.

While specific recommendations would not be appropriate within the limits of the study, it is hoped that these very general ones will record our convictions about the importance, and our judgment about the patterns, of including the "non-school" in the CE system of the area.

It is recommended that:

1. public agencies (welfare, courts, law enforcement, employment and others) employ education toward increasing self-help for their clients, and that they work closely with schools, referring clients to them and drawing assistance from them.

2. private and voluntary groups expand their CE activities, drawing, as needed, upon the expertise and resources of CE directors of the schools and colleges, or of each other.
3. business and industry continue and expand their CE activities, drawing as appropriate upon schools and colleges, and contributing their cooperation and support to them.
4. unions work actively within the CE system, supporting schools and other agencies, and drawing upon them for help in expanding union CE activities.
5. all these groups join with the schools and community college in expanding public affairs education, liberal education, and related programs of great social value.
6. churches and faith-based groups enlarge their CE efforts generally, and that they offer their unique resources for increasing attention to the value questions posed by most community problems.
7. councils or federations of like groups be represented in liaison capacity on the Council of Continuing Education Administrators.
8. the school and college representatives on the CCEA assume initiative, as necessary, for establishing and maintaining these liaison relationships with non-school agencies.

CHAPTER 26

COUNCIL OF CONTINUING EDUCATION ADMINISTRATORS

The K-12 schools, the community college and the intermediate school district are the institutions which, taken together, have primary responsibility for education throughout the area. They depend heavily upon local revenues for support and are managed by locally elected and appointed officials. The public libraries and the Cooperative Extension Service have similar area-wide education responsibilities and have major components of local support and control. At this point in time these educational institutions have unique and profound responsibility for the area's continuing education enterprise.

If the three essential elements, careful planning, institutional commitment, and consistent support, are to undergird the CE enterprise, it is most appropriate in our free society that they be supplied by these locally managed institutions. If the entire enterprise is to operate efficiently, make services accessible throughout the area, and deal effectively with state and federal agencies already involved in continuing education, then there must be a scheme for area-wide planning, regularized communication, coordination of effort and equitable sharing of resources.

Such a scheme must respect the autonomy of each governing board, take into account differences in resource base and population, and make maximum use of limited professional leadership. At the same time, it must facilitate timely decisions and vigorous action, and relate effectively to the needs of mature citizens in a changing and challenging world. Finally, such a scheme must effectively relate the work of these primary institutions to those other institutions, public and private, who are likely to provide at least half of all continuing education opportunities in the area.

To serve these purposes we propose the immediate establishment of a Council of Continuing Education Administrators (CCEA). We propose that it be made up of: (1) The continuing education administrator of each K-12 school, public or private, which is seriously committed to a continuing education program; (2) The director or dean of continuing education of Muskegon County Community College; (3) The continuing education coordinator of the intermediate school district; (4) One adult high school principal selected by the adult high school principals; (5) One adult basic education supervisor selected by the ABE supervisors; (6) The director of the area public library system or his designate (plus the city librarian or his designate if a single system is not consummated); (7) The director of the county extension office or his designate; and (8) One representative designated by the Area School Superintendents Association. (See Figure 18) The CCEA should annually, on or before July 1, elect one of its members as chairman. The intermediate district representative should serve as executive secretary and treasurer.

The CCEA should perform the following functions:

1. Hold regularly scheduled meetings at least once each month.
2. Systematically and regularly assess needs for continuing education throughout the area.
3. Engage in area-wide planning, taking full account of plans of individual schools.

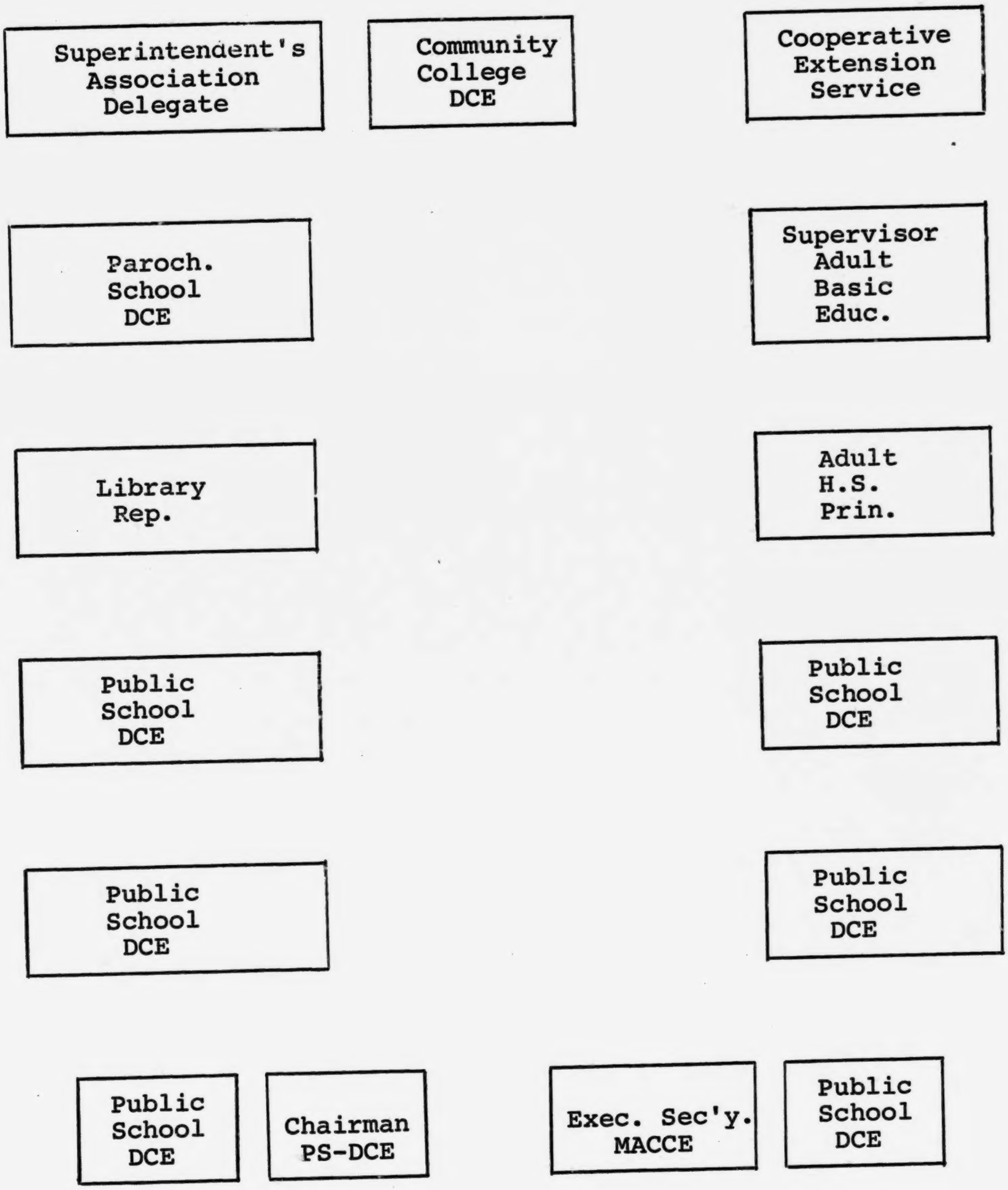
Superintendent's Association Delegate
Community College DCE
Cooperative Extension Service
Paroch. School DCE
Supervisor Adult Basic Educ.
Library Rep.
Adult H.S. Prin.
Public School DCE
Public School DCE
Public School DCE
Public School DCE
Public School DCE
Chairman PS-DCE
Exec. Sec'y. MACCE
Public School DCE

Fig. 18.--Basic composition of Council of Continuing Education Administrators.

4. Provide area-wide CE promotion and announcements.
5. Coordinate scheduling and facilitate movement of CE students among schools offering limited programs.
6. Communicate and coordinate requests for external financial assistance when these are initiated by individual institutions.
7. Join in cooperative projects and proposals for external funding whenever such joint endeavor is possible.
8. Promote in-service training of CCEA members and of instructional and other staff members of individual institutions.
9. Maintain continuing liaison with media of communication and encourage them to become active participants in organized continuing education programs.
10. Maintain two-way liaison[1] with other area councils significantly involved in continuing education. (See Figure 19) Currently these include:

    Community Services Planning Council
    Health and Safety Council(s)
    Muskegon Area Development Council
    Muskegon County Council of Churches
    Muskegon Labor Council
    Muskegon Manufacturers Association
    Geriatrics Council

11. Encourage the development of and liaison with:

    Adult Basic Education Council

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[1] Two-way liaison means the designation of at least one CCEA member to attend those meetings of the cooperating council which deal with CE, and regular attendance by a representative of the cooperating council at meetings of CCEA plus other continuing efforts to communicate and coordinate.

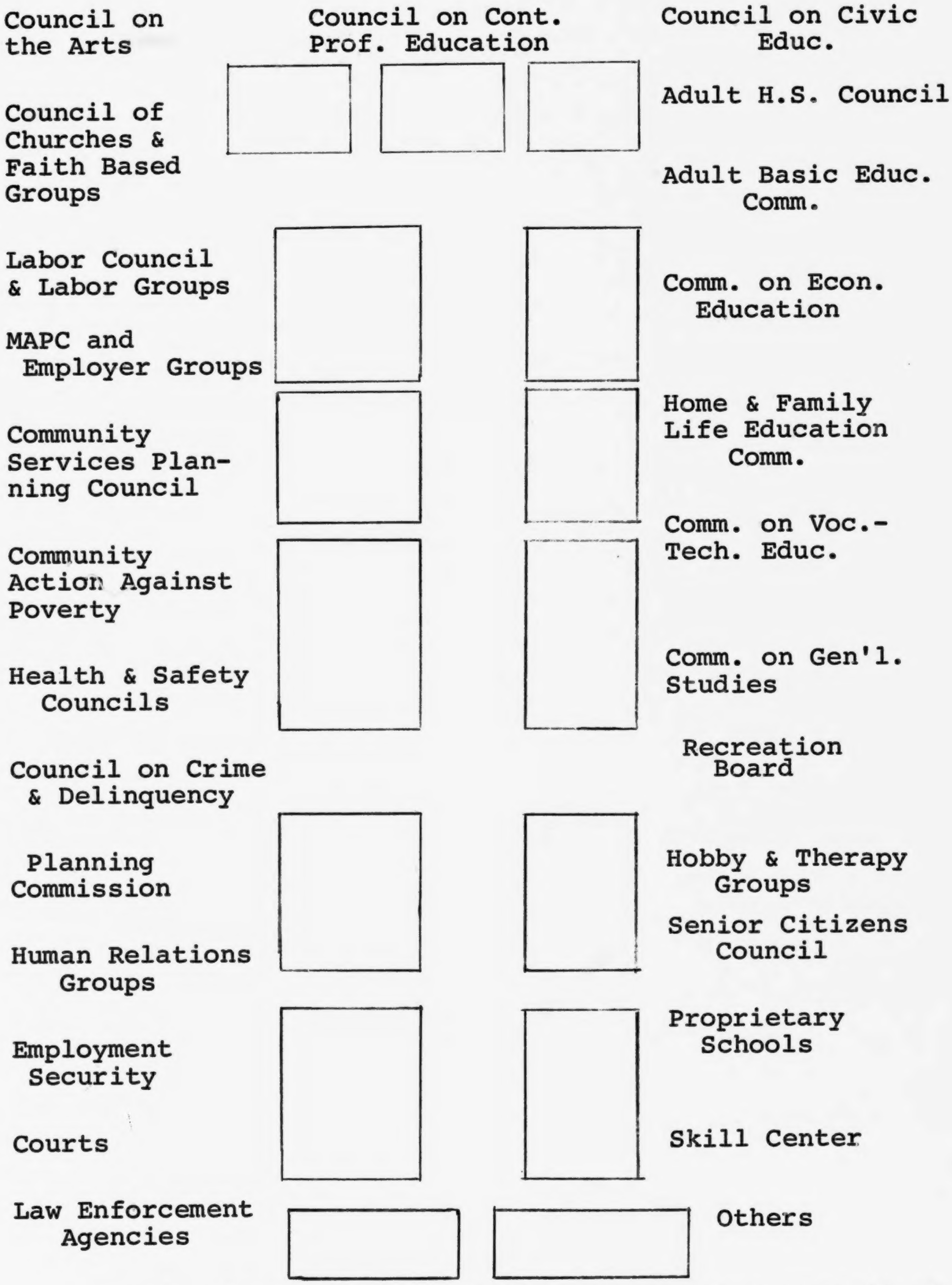
Council on the Arts
Council on Cont. Prof. Education
Council on Civic Educ.
Council of Churches & Faith Based Groups
Adult H.S. Council
Adult Basic Educ. Comm.
Labor Council & Labor Groups
Comm. on Econ. Education
MAPC and Employer Groups
Home & Family Life Education Comm.
Community Services Planning Council
Comm. on Voc.-Tech. Educ.
Community Action Against Poverty
Health & Safety Councils
Comm. on Gen'l. Studies
Council on Crime & Delinquency
Recreation Board
Planning Commission
Hobby & Therapy Groups
Senior Citizens Council
Human Relations Groups
Proprietary Schools
Employment Security
Courts
Skill Center
Law Enforcement Agencies
Others

Fig. 19.--Liaison relationships between Council of Continuing Education Administrators and other community agencies concerned with continuing education.

  - Council on the Arts
  - Council on Civic Education
  - Council on Continuing Professional Education
  - Committee on Economic Education
  - Committee on General Studies
  - Council on Home and Family Life Education
  - Committee(s) on Vocational, Technical and Para-professional Education

12. Maintain continuing liaison with:
    - Area Recreation Boards
    - Board of Community Action Against Poverty
    - Courts and Law Enforcement Agencies
    - Employment Security Commission
    - NAACP, Urban League, ADL, and any similar human relations groups
    - Planning Commission
    - YMCA, YWCA, KC, B'nai B'rith and similar faith-based groups.
13. Through individual members, actively assist and cooperate with the above institutions in CE programs generally related to the public interest.
14. Be constantly alert to overlapping and overlooking with respect to CE services and encourage member institutions to take such action as seems indicated.
15. Remain open to consultation and cooperation with any other public, private, or proprietary institutions who conduct, or propose to conduct CE programs in the public interest.
16. Perform such other functions as will tend to systematize the CE enterprise throughout the area.

CHAPTER 27

ADMINISTRATIVE AND FINANCIAL SUPPORT

Converting plans to action programs calls for administrative and fiscal support. That support is needed in three principal categories: physical facilities, administrative services, and program operation. Each of these is regulated, to some extent, by law. In this section we deal with the three categories of need, refer to appropriate legal provisions, and propose a series of recommendations for organizing and financing continuing education in educational institutions.

Appendix G reviews the legal bases on which local schools the intermediate district and the community college may operate and support CE programs. The recommendations of this study have been carefully checked with the legal code and are believed to be entirely in accord with its provisions.

Physical Facilities

There are few recommendations in this study that cannot be fully implemented by using facilities currently available or under construction. A creative and active CE program can be developed using readily available and partially idle facilities. Two special facilities currently being discussed, the performing arts center and the area vocational center, if constructed, will greatly enhance the CE program potential for the area.

The community college, schools, libraries, galleries, churches, fields, shops, council halls, theaters, auditoriums, living rooms, press, and broadcast media: all are needed; all are available; and all are adequate with very minor readying or adapting. All that is required is decision, - decision that CE is important, that available facilities should be allocated for its operation, and that governing policies should be redrawn with education for adults and out-of-school youth as one primary purpose.

In the judgment of the study committee, no major project in this community offers so much and demands so little in terms of capital outlay.

Administrative Services

As acknowledged at the outset of this study, CE may be conducted under widely varied auspices in any community. Educational institutions, other public and private agencies with auxiliary education functions, and voluntary associations of many sorts are likely to be involved.

The basic recommendation of this study is that this plurality of sponsorship should be encouraged, and that participating agencies, official and voluntary, should associate themselves within an area-wide CE system. The system should be voluntarily coordinated through a series of councils and committees; and the locally operated educational institutions, through a Council of Continuing Education Administrators, should carry primary responsibility for its coordination and leadership.

No new institutions are recommended. Rather, it is vigorously urged that the present institutions, within their present structures and facilities, greatly expand their CE activities. This will require additional personnel in some institutions and retraining of staff in some others.

It would be presumptuous here to recommend organizational arrangements within private and voluntary agencies. Similarly, we judge it to be inappropriate to make detailed recommendations to public agencies with only auxiliary concerns in education. Thus, while acknowledging the very substantial involvement of voluntary and auxiliary institutions in CE, our principal recommendations are directed to those educational institutions who are locally supported and controlled and have area-wide responsibilities for public education.

We have recommended that the community college, the intermediate school district, and the K-12 schools each place immediately beneath the chief administrator a carefully selected person to represent that officer in administering the CE program. This recommendation derives not from a bid for status, but from a recognition that CE is a major enterprise, parallel in function and significance to the education of children and in-school youth. Each of the functions of curriculum, instruction, student services, business and ancillary services are needed in the service of out-of-school youth and adult students, as of in-school youth and children; and they should be coordinated from the chief administrator's office in serving both major phases of the school's mission.

We recommend that the CE administrator of the community college and of each K-12 school function both within the school and in the community. The need to provide CE programs related to the needs of the community and its mature citizens; the unique responsibility of educational institutions to assist the CE functions of other institutions; and the need for area-wide planning and coordination; all require much out-of-school work by the CE administrators.

We recommend that each CE administrator be a carefully selected and highly competent person and that he be provided with a highly competent secretary. His work in developing and interpreting the evolving CE program both within the school and within the area, will be extremely important and will demand unusual levels of creativity and diplomacy. Since much of his work will be conducted away from the office, it is important that his secretary be a self-directing person and one who will adequately represent the program to those who call in person or by telephone.

We recommend that the CE administrator, his secretary, and his office and professional expenses be paid from the regular school budget. This recommendation is meant to apply to K-12 schools, the community college, and the intermediate school district. If the historic flaws mentioned in Chapter 9 are to be avoided in the Muskegon plan this fundamental contribution to professional status and program stability becomes essential. The CE administrator's position must be as firmly established within the regular structure of the system as that of any other administrator. Only thus can it be expected to attract and retain competent professional leaders. In most schools and the community college state aid and other revenues will more than balance these expenditures.

We urge that the obvious public relations implications of the CE administrator's work not be taken as reason to assign either title or function of public relations director to him. While his indirect contributions to PR are manifold and manifest, they are best served by keeping them indirect and secondary. His task must be an educational one. If he becomes identified as a "PR man" in name or in function, both CE and PR are likely to be in jeopardy.

We recommend that regular and specially employed staff members who work with the CE program should be responsible, directly or through their immediate supervisors, to the CE administrator. Modifications of policy and procedure will sometimes be necessary to adequately serve the adult students. Special in-service training will sometimes be required. It is essential that the implementation of the program not be frustrated by ambivalence in the "chain of command." At the same time it is essential that the administrator himself be accountable to the chief administrator and that he operate within the general framework of policy approved by that officer and the board.

It is the intent of these recommendations that the continuing education enterprise of the schools, college, and intermediate districts should be operated within the regularly established administrative framework; and that it should do so with minimum disruption to the institution and with maximum opportunity for effective implementation.

Again it is true that no major community service offers so much and requires so little in terms of special organization or of local tax support.

Direct Operating Costs

Principle sources of operating funds for the CE program are: (a) local taxes; (b) state aid; (c) federal grants for specific projects; (d) student fees; and (e) philanthropy.

Experience indicates that normal elementary and high school programs for adults can be adequately financed from the regular state aid allocation and federal funding for adult basic education. It is recommended that each local school review its elegibility for state aid for adult memberships, and that it scrupulously assure that such aid is employed in the education of adults and out-of-school youth.

Most CE activities, of course, are not concerned with either elementary or high school credit. They serve adults who have, or do not desire, a high school diploma, and thus do not qualify for state aid. It is a common practice to assess registration fees for such programs, and to defray the cost of the programs from the fees collected. One serious disadvantage of this practice is that the poor and the aged are often discriminated against. Further, programs most in the public interest often suffer in enrollment because of inability or unwillingness of students to pay the required fees.

It is recommended that reasonable fees be assessed for CE programs, and that they be collected when programs can not otherwise be supported. It is further recommended, however, that special funds be sought out so that it may be possible to waive fees for selected categories of students or selected programs.

The Federal Government has recently committed itself to the support of adult education as a way of dealing with community and national problems. Appendix F lists 38 Federal laws, each of which makes provision of funds for one or more CE programs for out-of-school youth or adults. This list is far from exhaustive. Each of these acts would support projects upon approval of a proposal submitted by the Council of Continuing Education Administrator's through the intermediate district, or from the Muskegon County Community College. Support under most of these acts is available only to or through public education agencies, but often it may be shared in one way or another with cooperating private agencies.

Most commonly and generously supported programs are those in: (a) adult basic education; (b) vocational education; (c) rehabilitation for disadvantaged or handicapped persons; and (d) improvement of professional and community services.

Most grants require matching in various proportions from 50-50 to 90-10, but in most cases matching may be "in kind." This means that facilities, administrative services, and similar fixed costs may be counted as matching contributions. In other cases state aid dollars fulfill the matching requirement. A result is that CE may often be significantly expanded at very small cost or at no cost at all to the local taxpayers or the CE student.

Basic education programs for educationally disadvantaged adults qualify for 90% reimbursement under Title III of ESEA. It is recommended that every K-12 school, together with churches, unions, social welfare workers and others work through CCEA to seek such funding and vigorously pursue this fundamentally important service to the adult illiterates and the community.

It is recommended that the community college, the schools, the intermediate district, the libraries and the Cooperative Extension Service avail themselves of funds intended by the Congress to extend and improve continuing education opportunities here and across the nation. It is further recommended that when federal grants are being sought, they should be sought cooperatively for projects planned through the CCEA to serve the entire area.

In general no further local tax revenues are required to support direct operating costs of CE programs in local schools, the community college or the libraries. If at any time the citizens or boards should elect to subsidize operating costs of selected programs they are legally empowered to do so. If, for example, the schools should elect to provide full "community school" services, they are legally permitted to raise and allocate the necessary funds. Maximum cost of a fully developed community school program, it is estimated, would approximate 5% of the operating budget. (Appendix E)

Philanthropy

Many individuals, corporations, and foundations have seen CE as a worthy object of philanthropic support. The Carnegie, Ford, Kellogg, and Mott Foundations are all well known for their major contributions to CE. Scores of less well known foundations have also helped. Many corporations, local and statewide, have shown interest in supporting CE. Unions profit greatly from CE and are often willing and anxious to contribute generously to its support.

There is great faith among this study committee that if the local institutions demonstrate their commitment to a systematic CE endeavor, generous grants may be secured to help build it to full flower. We believe that the coordinated system, here proposed, will receive both attention and respect from government agencies and from individual and corporate philanthropists.

We urgently recommend that the CCEA be established at the earliest possible time; that it begin early the development of an area-wide plan; that it be assisted by a highly respected and representative gifts committee; that it encourage individuals, organizations, unions, and industry to contribute to the general CE program or to special CE projects; and that the CCEA itself develop proposals for area-wide funding of desired programs from federal funds.

The basic intention here is that local planning begin through the CCEA and its associated councils and committees, and that funds be sought to support projects which make sense in this community. This, we think, is a better procedure than the pursuit of funds primarily on the basis of purposes conceived by external donors.

* * * * * * * * * * *

> The margin of our survival as a free nation depends, as never before in our history, on the wisdom, courage, and dedication of those responsible for developing and carrying out public policies.
>
> --C. Scott Fletcher

CHAPTER 28

ADULT EDUCATION ASSOCIATION OF MUSKEGON COUNTY

The need for a voluntary association of persons working and interested in the education of out-of-school youth and adults will be greatly expanded with the establishment of an area-wide system of continuing education. There will be increased numbers of teachers and administrators, an increased awareness on the part of public and private agencies of their own continuing education activities, and greater need than ever for promoting a climate of acceptance for continuing education.

Because our society honors voluntarism and pluralism, because of respected policies of some agencies, because of schedule problems, or for other reasons, not all CE workers will be represented on councils and committees. However, all can actively participate in a voluntary association like AEA.

The association can form a much needed arena for every interested individual and group to be associated with the company of CE workers. It can serve at least these needed purposes:

1. Provide first hand information concerning activities and developments in continuing education within the area.
2. Provide information concerning new continuing education developments outside the area.
3. Consider societal changes and issues which give rise to needs for new continuing education services and agencies.
4. Share data, insights, and practices among workers in the field.

5. Facilitate new alliances in approaching common problems.
6. Build unity among workers in the CE field.
7. Honor outstanding achievement in continuing education.
8. Stimulate and encourage the development of continuing education in particular sectors, and throughout the area.
9. Provide a single area-wide association into which any interested individual may come, whether or not he or his agency is officially involved in the CE system.
10. Study these recommendations and help to implement them throughout the area.

The association should studiously seek membership from educational institutions, both public and private, from governmental agencies with auxiliary education functions, from churches, business and industry, labor, cultural groups, political organizations, retirees, and others.

The association has performed a vital service, often under discouraging conditions, as continuing education was in its inital stages of struggle for recognition. It has done much to build an awareness of continuing education throughout the area. It is to the credit of the association that it encouraged this study and gave many hours of effort, through its members, in bringing it to completion. Additional major contribution is called for to move these recommendations from paper to practice.

It is a major recommendation of this study that the Adult Education Association of Muskegon expand its membership, firm up its committee structure, and gird itself for further fruitful effort in bringing continuing education to its full potential as a systematic contribution to individual and community life throughout the area.

CHAPTER 29

ON GETTING STARTED

This is the final chapter in this book culminating the combined AEA-CEC study. But nothing is finished except the book. One major step has been taken. The principal work can now go forward.

We have thought deeply about our part of Michigan --what it is like in 1967, what it probably will be like by 1980, what continuing education can mean to us if it is effectively developed, and what will likely happen if it is not. Our study leads us to recommend the plan outlined in this book and to urge that it be put into operation.

We think the time for action is now.

We respectfully recommend that during the year beginning September 1, 1967, the following steps be taken:

A. By Present Community School Directors
   1. Vigorously develop present programs in Muskegon and Reeths-Puffer.
   2. Initiate programs in at least two new districts, assisting them until their own directors can be appointed.
   3. Participate in launching the work of CCEA.

B. By Intermediate Board
   1. Select and employ (in consultation with K-12 districts) a Muskegon Area Coordinator for Continuing Education (MACCE).
   2. Seek grant funds, if necessary, to employ MACCE immediately.
   3. Assist and encourage K-12 schools in "tooling up" for imaginative CE programs, and, for

those who can afford them, full "community school" programs.

C. By K-12 Schools
   1. Build allocation for CE administrator, secretary and modest operating allotment into 1968-69 budget. (Seek grant funds if necessary, but move immediately, or as soon as possible, to incorporate in regular budget.)
   2. At least in "crescent" schools, consult with community school directors at Muskegon and Reeths-Puffer, and move to organize a few programs including one or more adult high school classes (extensions from Muskegon High School).
   3. Board of education determine whether to undertake CE program or full "community school" program.
   4. In consultation with MACCE, employ full-time or part-time administrator of CE for 1968. (See figure 17 in Chapter 22)

D. By Community College
   1. Initiate action on recommendations 1-7 and 12-15.
   2. Undertake to launch at least one of the "centers" proposed in recommendations 8, 9 and 11.
   3. Begin preparation of the special Program of General Studies for Adults, and hope to formally launch the program in 1969.
   4. Set target dates for launching remaining "centers" and begin necessary planning and preparation.

It is the judgment of the steering committee that MCCC is in a position to lead out promptly and dramatically in expanding CE, and that in doing so it will both serve its own purposes and lend needed strength to the developing CE system of the area.

E. By Libraries

1. Press toward culmination of the single library system plan now being considered.
2. Designate at least one energetic and interested person to coordinate special CE activities within the library system and to cooperate with schools and other agencies in expanding CE area-wide.
3. Participate in launching CCEA.

F. By Cooperative Extension

1. Participate in launching CCEA.
2. Share experience and resources in developing informal and group-oriented methods in education.
3. Expand work with out-of-school youth and adults in such areas as consumer education, home problems of the disadvantaged and many others in which CES has expertise and resources.
4. Give all possible assistance of an established and experienced institution to colleagues who, in many cases, will be undertaking new endeavors.

G. By Private, Voluntary and Auxiliary CE Agencies

1. Continue, undiminished, the CE work currently in progress.
2. Contribute direct support - moral and if possible fiscal to the developing CCEA.
3. Promote the idea of CE wherever it is possible to actually do something significant.
4. Avoid raising expectations for CE where nothing can be done--yet.

5. Undertake, individually or in cooperation with others, selected CE programs which are needed, and for which there are resources and hope for significant achievement.

H. Council of Continuing Education Administrators

1. Convene and organize as soon as possible after appointment of MACCE (Suggest initiative for convening be assumed by Intermediate Superintendent).
2. Undertake an "agenda for the year" which includes:
    - a. thorough review of this study and its recommendations.
    - b. initial planning for CE program development in schools, college, libraries, extension, other agencies.
    - c. becoming familiar with state and federal legislation relevant to their CE plans.
    - d. planning projects and writing proposals for funding.
    - e. building of liaison relationships with established councils and agencies (suggest that individual members assume responsibility for liaison, in name of CCEA, with appropriate areas).
    - f. cultivating support and participation by agencies, institutions, and associations throughout the area.
    - g. encouraging development, as they become necessary, of advisory committees and councils not now in operation.
    - h. developing "symbols of significance", i.e., creative new programs which testify that CE is not "just more school" but deals with real problems of real people in ways that really count.

i. developing systematic promotion schemes.

j. setting concrete goals and realistic objectives for next year and for 5 years.

k. maintaining close liaison with administrators and boards of associated institutions. (Schools, college, libraries, extension)

l. developing careful program of public interpretation.

* * * * * * * * * *

Whatever the specific situation may be in which we teach or counsel others, we should always try to build within them a vigorous independence and a greater ability to direct their own further education.

--Cyril O. Houle

TOMORROW'S SCHOOL

Tomorrow's school will be a school without walls--a school built of doors which open to the entire community. Tomorrow's school will reach out to places that enrich the human spirit; to the museums, to the theatres, to the art galleries, to the parks and rivers and mountains. It will ally itself with the city, its busy streets and factories, its assembly lines and its laboratories--so that the world of work does not seem an alien place for the student.

Tomorrow's school will be the center of community life, for grown-ups as well as children, a shopping center of human services. It might have a community health clinic, or a public library, a theatre, and recreation facilities. It will provide formal education for all citizens--and it will not close its doors anymore at three o'clock. It will employ its buildings round the clock and its teachers round the year. We just cannot afford to have an $85 billion plant in this country open less than 30 per cent of the time.

--President Lyndon B. Johnson

MUSKEGON COUNTY CONTINUING EDUCATION STUDY

Participants in the Study

Dr. Ralph Austermiller - President, Muskegon County Community College

Mr. James Austin - Director of Federal Programs, Muskegon Public Schools

Mrs. Leda Babcock - Executive Director, Geriatrics Council of Greater Muskegon

Mr. Merrill Bailey - Anaconda Copper Company

Mr. Francis Baker - Manager, Muskegon Office, Michigan Employment Security Commission

Mrs. Harold Banta - Teen Director, YWCA

Mr. Thomas Barry - Community School Director, Reeths-Puffer Public Schools

Rev. John Beem - Pastor, Bethlehem Lutheran Church

Mr. Bernard Benn - Associate Director, Urban League of Greater Muskegon

Mr. Paul Blakken - Assistant Superintendent, Oakridge Public Schools

Dr. William Bocks - Director, Muskegon Area Office, Western Michigan University

Mr. Arthur Bultman - Director of Admission, Muskegon Business College

Mr. John Carlson - Principal, Beach School

Mrs. Leland Carr - President, Muskegon Heights Elementary PTA Council

Mrs. Lula Carter - Friendship Baptist Church, Muskegon Heights

Mrs. Paul Christie, Jr. - Art Coordinator, Muskegon Heights Elementary Schools

Mr. Raymond Cioe - Sports Director, Catholic Central High School

Mrs. Carol Cole - Music Teacher, Adult Education Association

Mr. Garth Cooper - Education Committee, Muskegon Labor Council

Mrs. Vance Crane, Jr. - Muskegon County PTA Council

Mrs. George Dixon - Muskegon County PTA Council

Mr. Sidney Dobson - Director, Radio and T.V. Parts, Education Committee,Local 113

Dr. G. L. Edson - Superintendent, Whitehall Public Schools

Mrs. Robert Ernst - Vice President, Program Chairman, Muskegon County PTA Council

Mr. Edmund Farhat - Superintendent, Catholic Central High School

Mr. Harold S. Fisher - Vocational Consultant, Muskegon Area Intermediate School District

Mrs. Leo Fonstein - Adult Education Association

Mr. Robert Fritch - Director, Port City Playhouse

Mr. Fred Geisler - Executive Director, YMCA

Mr. Harry Geoghan, Jr. - Muskegon County Department of Social Services

Mr. Alvin Goddard - Sales Manager, WKJR

Mrs. Jane Gonzales - Coordinator, Migrant Workers Association

Mr. William Gomez - Chairman, Education Committee, Muskegon Labor Council, AFL-CIO

Mrs. Louise S. Grimm - Director, YWCA

Mr. Web Hagadone - Director, Adult Programs, YMCA

Mr. Chase Hammond - Muskegon Recreation Director

Mr. John Harriman - Geriatrics Council of Greater Muskegon

Mr. Donald Hearl - Director, Muskegon County Cooperative Extension Service

Rev. Robert Herman - Minister of Christian Education, First Congregational Church, Muskegon

Rev. Mel Holtz - Executive Director, Muskegon County Council of Churches

Mr. Edward Huttenga - Dean, Technical & Vocational Education, Muskegon County Community College

Mr. Bernard Jacobs - Trustee of Union, Local 113, UAW

Mrs. Conrad Johnson - Vice President, Adult Education Association

Mrs. Donald Johnson - President, Muskegon County PTA Council

Mrs. Anthony Kaiser - President, Deanery Council, Catholic Home and School Association

Mrs. Raymond King - Vice President, Deanery Council, Catholic Home and School Association

Mr. Charles Kittridge - Personnel Methods Technician, Muskegon Office, Michigan Employment Security Commission

Mr. Russell J. Kleis - Associate Professor, Adult and Higher Education, Michigan State University

Mrs. H. G. Kohn - Registered Nurse

Mr. Wilburt Laubach - Doctoral Candidate, Adult Education, Michigan State University

Mr. Howard Leroux - Business Agent, Electrical Workers, Local 275 UAW

Mr. Clyde LeTarte - Community School Director, Muskegon Public Schools

Mr. Ernest Lobenherz - Adult Education Director, Muskegon County Community College

Mrs. Elwood Luttrull - Muskegon Heights PTA Council

Mr. Warren McFerren - Director, Muskegon County Library

Miss Agnes McIntyre - Treasurer, Adult Education Association

Mr. Thomas McShannock - Athletic Director, Muskegon High School

Mr. Ralph McVean - Adult Education Association

Mr. Ronald Meadley - Vice President, National Lumbermen's Bank

Mrs. Mary Mierendorf - Muskegon County PTA Council

Mr. Joseph Miller - Director, Muskegon Area Skill Center

Mr. Manuel Muniz, Jr. - Coordinator, Migrant Workers Association

Mr. Arild Nielson - Head, Division of Social Studies, Muskegon County Community College

Mr. Robert Olds - Director, Title 5 Program, Muskegon County Department of Social Services

Miss Valarie Owsiany - County Extension Agent, Home Economics

Mr. James Peliotes - Director, Community Action Against Poverty

Mr. Max Petersen - Director, Government and Education Division, MADC

Rev. Charles Poole - Chairman, Human Resources Division, MADC

Mr. John Pylman - Doctoral Candidate, Education Administration, Michigan State University

Mr. F. Charles Raap - Former State Representative, Committee on Political Education, Local 113, UAW

Mrs. Everett Redding - Muskegon City PTA Council

Mr. Jack Rice - Muskegon County Community College

Rabbi Phillip Rosenberg - Temple B'nai Israel

Mr. Joseph Schappert - Management Consultant

Mr. Edward Schemke - Superintendent, Oceana Intermediate School District (Ex Officio)

Mrs. Doris Shapter - Community Action Against Poverty, Home Economics

Mr. Frank Siplon - Muskegon Heights Recreation Director

Mr. Thomas Snow - Labor Representative, Local 113, UAW

Mrs. Mattie Soler, R. N. - Chief Nurse, County Health Department

Rev. Carl Strange - Pastor, Wood Street Methodist Church

Mrs. Dale Summerville - President, Muskegon City PTA Council

Mr. John Sydnor - Principal, Muskegon Heights Junior High School

Mr. James Ten Brink - Superintendent, Muskegon Area Intermediate School District (Ex Officio)

Mr. Eldred Townsend - Principal, Montague High School

Mrs. Gretchen Toy - School Social Worker, Muskegon Intermediate School District

Miss Janice Vanden Bosch - Head, Catalog Department, Hackley Public Library

Mrs. Margaret Vaughn - Adult Education Association

Rev. Thomas Vesbit - Counselor, Catholic Central High School

Mr. Gerrit Wiegerink - Director of Vocational Education, Muskegon Public Schools

Mr. Clifford Wightman - Director, Hackley Public Library

Miss Kay Wilson - Leader, Book Discussion Groups

Mr. Edward Wojcik - Chairman, Education Committee, Local 113, UAW, and Vice Chairman, Education Committee, Muskegon Labor Council

Mrs. Vivian Wojcik, R. N. - Muskegon County Department of Health

Steering Committee

General Officers

Dr. G. L. Edson, Co Chairman (CEC)

Mr. Clyde LeTarte, Co Chairman (AEA)

Dr. William Bocks, Secretary

Mr. Russell Kleis, Consultant

Task Force Representatives

Mr. James Austin, Adult Basic Education

Mr. Harry Geoghan, Jr., Continuing Home and Family Life Education

Rev. Mel Holtz, Continuing Recreation Education

Mr. Charles Raap, Continuing Public Affairs Education

Rev. Thomas Vesbit, Adult High School Education (Represented at times by Mrs. Dale Summerville)

Mr. Clifford Wightman, Continuing Liberal Education (Represented at times by Mr. Warren McFerren)

Mr. Edward Wojcik, Continuing Vocational-Professional Education

Staff Aides

Mr. Harold Fisher

Mr. Wilburt Laubach

Mr. John Pylman

APPENDICES

A	Working Papers
B	General and Steering Committee Meetings
C	Instruments Used by Task Forces
D	Population and Drop-out Data
E	Budget Exhibits
F	List of Federal Laws
G	Legal Bases for Continuing Education in Michigan

APPENDIX A-1

Working Paper #1

MUSKEGON COUNTY CONTINUING EDUCATION STUDY

Continuing Education Committee and Adult Education Association Cooperating

The importance of continuing education both to the adult as a person and to the healthy development of the community, becomes greater as each year presents or intensifies both problems and opportunities. In Muskegon County a mounting concern for making continuing education opportunities available to adults throughout the county has beset both official and volunteer leaders and many thoughtful citizens.

In 1963, a Continuing Education Committee (CEC) was appointed and charged with responsibility:

1. To determine, in the best way possible, how the coordination of Continuing Education in Muskegon County can be achieved on a county-wide basis.
2. To determine how each local board of education can assist in achieving this purpose.
3. To determine the organizational structure of an effective liaison relation between the local school district and the county community college.
4. To consider broad general patterns of financial support for the operation of continuing education programs on a county-wide basis.[1]

After several meetings, the committee informally sought assistance of consultants Robert E. Sharer, Formerly Chief of Adult Education, Michigan Department of

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[1] Quoted from a letter dated March 26, 1964 from G. L. Edson to Richard Featherstone.

Public Instruction, Dr. Edward Brice, then Chief, Adult Education Branch, U.S. Office of Education, and Dr. John Swenson, University of Colorado. Later a formal arrangement was made for assistance of Dr. Harold Dillon, Professor of Adult Education at Michigan State University.

A preliminary survey in two parts was conducted in 1965. One part inquired of out-county (Muskegon city residents not included) adults enrolled at Muskegon County Community College, concerning: (1) number of evenings per week; (2) miles traveled per trip; (3) preference for classes nearer home; (4) intent to continue in future classes; and (5) "other comments" with respect to their involvement in continuing education. The second part, by means of a questionnaire distributed through fifth grade children in selected schools, inquired of parents concerning interest "in attending Adult Education classes if offered in your community. . ." in the categories: (1) would be interested; (2) would like to take class in _________, (3) would not be interested; (4) am already taking courses at ________.

Expressed interest in continuing education as revealed by this survey is summarized in figure 1.

Figure 1

MUSKEGON COUNTY ADULT EDUCATION STUDY
Participation Potential Ranked
By School District or County

School District or County	Enrolled at MCCC (855) Intend to Continue	Enrolled at MCCC (855) Intend Not to Continue	Not Enrolled Anywhere (2000) Interested in Adult Education	Not Enrolled Anywhere (2000) Not interested in Adult Ed.	Interested Total
Mona Shores	65	8	111	125	176
Muskegon Heights	43	6	112	57	155
Reeths-Puffer	22	5	41	31	63
Orchard View	17	1	32	60	49
Fruitport	11	1	35	34	46
Holton	6	0	37	13	43
Whitehall	20	4	19	14	39
North Muskegon	15	1	9	18	24
Oakridge	10	1	13	8	23
Montague	6	0	7	14	13
Ravenna	4	0	7	6	11
Beach	4	0	0*		4
Twin Lake	4	0	0*		4
Glenside	2	1	0*		2
Bailey	1	0	0*		1
Phillips	1	0	0*		1

School District or County	Enrolled at MCCC (855)		Not Enrolled Anywhere (2000)		Inter- ested Total
	Intend to Continue	Intend Not to Continue	Interested in Adult Education	Not interested in Adult Ed.	
Ottawa County	27	4	0*		27
Newaygo County	4	1	0*		4
Kent County	3	0	0*		3
Oceana County	3	0	0*		3
Mason County	2	0	0*		2
Total	270	33	423	380	693

N = 303
No Response = 36
Questionnaire not returned - 516

N = 803
No Response = 1200 (est.)
*Apparently not surveyed

Among out-county adults enrolled at Muskegon County Community College participating in this study, 89% report interest in continuing their education.

Among adults not enrolled anywhere but participating in this study, 53% report interest in some continuing education activity.

- study conducted 1965

Acknowledging the preliminary and inconclusive evidence gained from this survey, the CEC determined to continue and expand its study efforts. It is clear that adult education involves many institutions, both official and voluntary and both public and private. The Adult Education Association of Greater Muskegon (AEA) involves persons from a variety of institutions, agencies, and associations. AEA has accepted an invitation to cooperate actively in the continuing study. Thus, in January, 1967, an expanded study is being undertaken. Organization is to be developed, specific tasks agreed upon, data gathered, decisions made, and recommendations developed by the expanded CEC-AEA study committee.

Proposal I: That we agree upon a statement of the assignment we are undertaking. Figure 2 suggests a working copy of such a statement.

Figure 2

OUR ASSIGNMENT: TO PROPOSE A PLAN

If Muskegon County, by 1980, is to make available needed continuing education opportunities for all its adult citizens, answers must be proposed to the basic questions:

- OF WHAT SHOULD CONTINUING EDUCATION CONSIST?
- TO WHOM SHOULD IT BE MADE AVAILABLE?
- BY WHOM SHOULD IT BE PROVIDED?
- HOW SHOULD IT BE ORGANIZED?

Proposal II: That we agree upon what we mean by continuing education. To many people, Continuing Education is a complex and unfamiliar enterprise. If we are to understand it ourselves, study it in orderly manner, make intelligent and workable recommendations, and produce a report that makes sense to officials and citizens, it is necessary to organize it into manageable categories for both study and action. Figure 3 suggests a scheme for such organization. We should determine how many of the elements included in figure 3 we wish to include in the study.

Fig. 3.--Continuing Education in manageable categories* (from the perspective of the students)

Level of Prior Education Completed

General Categories of Purpose	0 1-4 Yrs.	5-7 Yrs.	Elem. School	9-11 Yrs.	High School	Trade Tech.	1-3 yrs. College	BA MA BS MS	Prof. Degree
Liberal									
Public Affairs									
Home & Family									
Vocation-Profession									
High School Diploma									
Basic Literacy									
Recreation (Hobby or Therapy)									

*Note: A significant aspect of continuing education is the important role of counseling as a complement to instruction.

Proposal III: That we adopt a plan for our own procedure. To facilitate division of labor and orderly procedure, it is suggested that the following plan (as revised by the sponsoring bodies) be adopted for organizing the study:

A. Designation of general chairman, general secretary, and general consultant for the project.

B. Designation of a steering committee consisting of all staff aides, general chairman and secretary, and at least two representatives of each sponsoring organization (plus task force representation?).

C. Establishment of a task force responsible for detailed study and recommendation in each "General Category of Purpose" in Continuing Education (See Figure 3), with responsibility to provide specific answers, for its category, to each of these questions:

1. What is now being done?
2. What, in our judgment, should be done in 1980?
3. What institutions are presently involved in this area?
4. What institutions should be involved in this area in 1980?
5. Who and where are the adult students now?
6. Who and where will the adult students be in 1980?
7. How are the required resouces being provided?
8. How should the required resources be provided in 1980?

and tentative answers for the steering committee and composite group to each of these questions:

9. What pattern of continuing education organization would best insure county-wide service of these purposes for these adult students?

  10. To whom and how should the composite study be reported?

D. Designation, for each task force, of a chairman, secretary, and staff aide.

E. Supplementation of membership of task forces as agreed by initial membership and steering committee.

F. Proceed with data gathering and recommendation development by each task force with full periodic reporting of procedure to steering committee.

G. Periodic (monthly?) meetings of composite study group.

H. Preparation of individual reports by each task force--preliminary writing by staff aide, funcamental decisions by the task force, final revisions and/or adoption by composite body.

I. Development of composite report--preliminary writing of general sections and collating of task force reports by steering committee, final revision and/or adoption by composite body. [Provision should be made for handling of minority views or for supplementary professional recommendations of consultant(s)].

J. Consultation with operating agencies.

K. Publication of adopted composite report.

L. Determination of further responsibility or discharge of composite body as fact-finding and recommending group.

Proposal IV: That we make an informed decision concerning the institutions, agencies and organizations to be included in this study.

Continuing education, in a free and dynamic society, permeates many institutions and serves many purposes. Some institutions exist primarily to provide education for youth and adults. Others make important educational contributions but have other primary purposes. Some are publicly supported; others depend upon private and voluntary support. Some are open in their membership and service, others are restricted. Some confine their educational activities to a specific audience, often members; others direct their educational efforts toward the community at large or to audiences outside their membership. Some do little educational programming themselves, but provide indespensible assistance in sponsorship, communication, etc. All contribute to the overall continuing education enterprise in the community. Most of them greatly enrich the quality of personal and community life.

The complexity and the validity of this county-wide study hinge upon our early decisions as to the institutions, agencies and organizations to be studied and to participate in the study. On the next page are a dozen categories of institutions which may help to guide our consideration and decision.

Institutions with exclusively or predominantly educational purpose:

- Local Schools (elementary and secondary)
  - Public Schools
  - Parochial Schools
  - Proprietary Schools

- Colleges and Universities
  - Community College
  - Cooperative Extension Service
  - Local Area Colleges
  - University Extension Service
  - Trade or Technical College, Public
  - Trade or Technical College, Proprietary

- Libraries
  - City Library
  - County Library
  - Other Libraries

- Voluntary Educational Groups
  - Foreign Policy Association
  - Great Books Foundation
  - League of Women Voters
  - Society for Training and Development

Institutions not principally educational in purpose but significantly involved in continuing education:

- Business and Industry
  - Chamber of Commerce
  - Corporations
  - Management Clubs
  - Trade Associations

- Communication Media
  - Newspapers
  - Other local press
  - Radio
  - Television

- Government Agencies
  - Bureau of Social Welfare
  - Community Action Against Poverty
  - Employment Security Commission
  - Planning Commission

- Labor Unions

- Political Parties

- Professional Societies

- Religious Institutions
  - Churches
  - YMCA, YWCA, K of C, etc.

- Voluntary Associations
  - Area Development Council
  - "Cause" Groups
  - Health and Welfare Associations
  - Service Clubs
  - Symphony and other Musical Groups
  - Theater Groups
  - Urban League
  - Other

APPENDIX A-2

Working Paper #2 February 22, 1967

MUSKEGON COUNTY CONTINUING EDUCATION STUDY

In two preliminary meetings it has been agreed that:

1. CEC and AEA would pool their efforts in this study.

2. We would define the continuing education student body to include any older youth or adult who has completed, withdrawn from, or been denied, the formal education normally required by law or the life pattern of his choice; who has assumed the rights and responsibilities of adulthood; and who, as an adult, voluntarily allocates time and effort to continue, resume, or initiate his education on a planned and orderly basis.

3. Our study would include as continuing education institutions, those with exclusively or predominantly educational purpose, and those not principally educational in purpose but significantly involved on continuing education, whether they are public or private, voluntary or official.

4. In order to facilitate our study and recommendation, we would divide continuing education according to seven major categories of purpose: liberal, public affairs, home and family, vocational-professional, high school diploma, basic literacy and recreation (hobby or therapy).

5. To organize our efforts we would establish a steering committee and seven task forces.

6. The steering committee would:

    a. consist of co-chairmen from CEC and AEA, the general secretary, and the chairman of each task force, plus staff aides.

    b. be responsible for general direction and coordination of the study, receiving and integrating reports of task forces, studying over-arching issues and formulating recommendations on them, and drafting the final report.

7. Each task force would:

   a. consist of a chairman, secretary, and staff aide, and members selected from CEC and AEA with consideration for special competence, personal preference, and reasonable representation of relevant experience and judgment.

   b. be encouraged to act, in consultation with the co-chairmen, to expand its membership, seek consultation, or take such other steps as will contribute to the excellence of its report.

   c. be responsible for conducting the study, formulating recommendations and drafting a report in one of the major categories of continuing education (See #4).

8. An ad hoc committee would designate chairmen, secretaries, and staff aides, and recommend initial membership of task forces (see report).

9. A general meeting on March 3 would have as its purpose the launching of the work of the task forces.

APPENDIX A-3

Working Paper #3

MUSKEGON COUNTY CONTINUING EDUCATION STUDY

The Tasks of Task Forces

The objective of our study is to propose a plan which can lead to a county-wide coordinated system of continuing education in Muskegon County. Our basic assumptions are that continuing education is of very great importance both to the individual and to the community; that it is rapidly increasing in importance to both; and that it should be fully available to all adults and out-of-school youth in Muskegon County wherever they live and whoever they are.

* * * * * * * * * * * * * * *

A task force is a working team appointed to perform one major portion of the study. It consists of chairman, secretary, staff aide and working and consulting members. Its functions are to gather and analyze information, to identify goals to be pursued, to study alternative courses of operation and organization, to choose among alternatives, and to propose recommendations. Its report will be presented to the steering committee whose task, among others, will be to integrate and correlate various portions of the study into a single composite report.

Each task force will deal with only one major portion of continuing education; thus it should be attentive to the relation between its work and the work of other task forces, and between its portion of the study and the whole study. Because of the unitary nature of continuing education and the arbitrary nature of our divisions of it, there will likely be some overlap in the work of task forces. In such cases, consultation or joint effort is encouraged.

* * * * * * * * * * * * * * *

The importance of our task and the time demands upon each of us suggest that we proceed with the study "with all deliberate speed." The following schedule is proposed:

March 3 - Organizing of task forces and launching their work.

March 3-April 14 - Meetings and work of task forces. Gather information, consult with knowledgable people in or out of the county, identify alternative procedures, other work as found necessary.

April 14 - Meeting of all task forces. Preliminary reports of progress and findings, identify overlapping and overlooking, discussion of problems, data, findings, etc. which are common among task forces, prepare for next phase of study.

April 14-May 5 - Further work of task forces. Evaluate findings and alternatives, develop recommendations, prepare draft of report.

May 5 - Meeting of all task forces. Presentation of draft reports, discussion of reports, transmit reports with comments to steering committee.

May 5-June 16 - Drafting of composite report by steering committee. Consultation (if needed) with task forces, consultation (if needed) with agencies and official bodies, consolidation of composite report.

June 16 - Meeting of all task forces. Presentation of draft report for revision or adoption.

July - Publish Report.

APPENDIX B

General Committee and Steering Committee

Chronology of Meetings

December 22	Meeting of Edson, Kleis and TenBrink in Grand Rapids
January 12-13	Meeting of Edson, Kleis and TenBrink in Muskegon
January 26	First General Meeting - *Big Storm*
February 9	Second General Meeting - Repeat
February 23	*Ad hoc* Committee Meeting to establish Task Forces
March 3	Third General Meeting - Launching of Task Forces
March 22	Steering Committee #1
April 6	Steering Committee #2
April 14	Fourth General Meeting
May 4	Steering Committee #3
May 5	Fifth General Meeting
May 19	Steering Committee #4
May 26	Steering Committee #5
June 2	Steering Committee #6
June 9	Steering Committee #7
June 16	Steering Committee #8
June 23	Steering Committee #9
June 30	Steering Committee #10
July 14	Steering Committee #11

July 21	Steering Committee #12
July 31	Sixth and Final General Meeting--Adoption of Report

In addition each of the seven task forces scheduled its own meetings, numbering from six to twelve.

APPENDIX C-1

QUESTIONNAIRE

(Submitted to representatives of professional societies.)

1. What types of advanced training programs for your profession do you have at the present time?

2. Are any of these programs offered to you in the Muskegon area?

3. What kind of training programs for members of your profession should be made available?

4. Do you feel that the Community College or other local educational institutions could be of assistance in improving advanced professional training for members of your profession?

5. Can the Community College or other local schools be of assistance in improving the advanced training for others related to your profession--secretaries, assistants, etc.?

APPENDIX C-2

QUESTIONNAIRE ON RECREATION

CONTINUING EDUCATION TASK FORCE

Obtain following information from township clerk, mayor or other appropriate persons. Please use separate form for each area.

1. Do you have a recreation program in your area?

   Yes________ No________ Don't know________

   If No - ask if they have future plans for recreation and if so, what the plans are.

   Don't Know - Ask who they would recommend that you call to obtain information.

   If Yes - try to obtain the following information:

   a. What is their program?

   b. Who is it for? Youth________ Adults________

      If for youth only, ask if they have plans for the future for adults.

   c. Who sponsors the program?

   d. Who is in charge of the program?

   e. Do they have written material on their program and if so, would they please send you the material?

2. Additional Information -

   (Use this space for material not covered in above questions.)

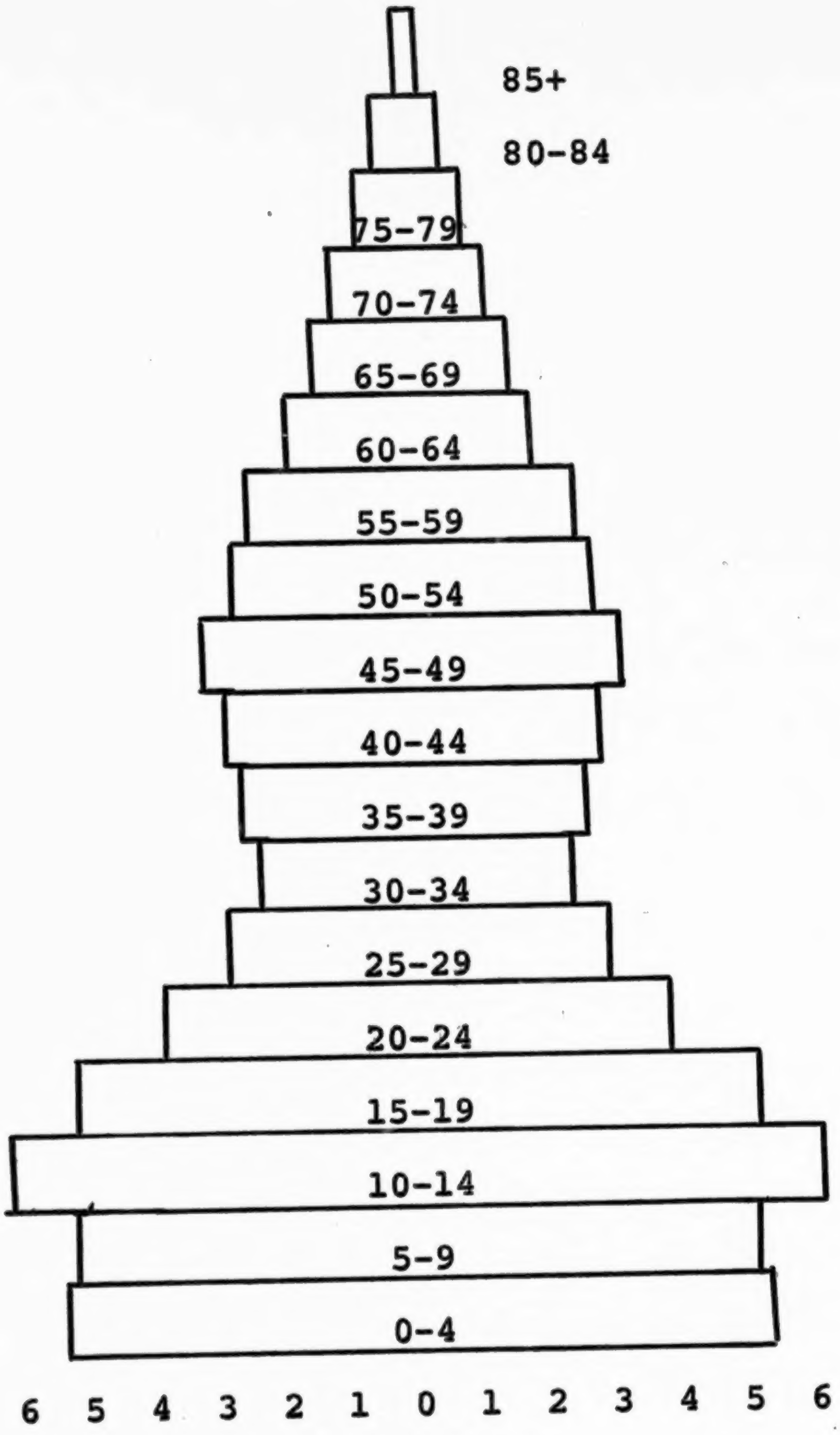
APPENDIX C-3

TASK FORCE

ASSIGNMENTS - RECREATION

Mrs. Vance Crane	Fruitport Village and Township M.A.D.C. Muskegon City Community School Program Cooperative Extension Program
Mrs. Donald Johnson	Ravenna Village and Township Moorland, Casnovia and Sullivan Townships
Frank Siplon	Muskegon Heights, Roosevelt Park, and Norton Township
Mrs. Fred Grimm	Y.W.C.A.
Web Hagadone	Y.M.C.A.
Chase Hammond	Muskegon City, North Muskegon. and Geriatrics Council
Tom McShannock	Montague and Whitehall Villages, White River and Whitehall Townships
James McCann	Egelston and Cedar Creek Townships
John Harriman	Holton and Blue Lake Townships
Raymond Cioe	Fruitland and Dalton Townships
Mrs. Margaret Vaughn	Laketon Township
Rev. Mel Holtz	Churches
Mrs. Erwin Lyon	Muskegon Township
Mrs. Gretchen Toy	Reeths-Puffer Community Schools
Sid Dobson	Labor Organizations

APPENDIX D-1



%		Number
0.43	85+	666
0.83	80-84	1,281
1.54	75-79	2,388
2.21	70-74	3,409
3.04	65-69	4,701
3.66	60-64	5,664
4.69	55-59	7,243
5.37	50-54	8,296
5.89	45-49	9,102
5.61	40-44	8,667
4.97	35-39	7,678
4.69	30-34	7,247
5.79	25-29	8,955
7.71	20-24	11,925
10.48	15-19	16,200
11.82	10-14	18,270
10.35	5-9	16,000
10.93	0-4	16,900

Age Composition of Population of Muskegon County: 1970
(Total Population - 154,592)

Source: Michigan Population 1960-80, Michigan Department of Commerce, January, 1966 (Corrected with 1965, 1966 School Census Data Trend)

APPENDIX D-2

Muskegon Area Dropouts, Graduates, and Enrollments on the 1964-65 School Holding Power Report

	Dropouts												
	9th		10th		11th		12th		Tot.	Tot.	Total B & G 9-12	Gradu- ates	Enroll- ments
	Boy	Girl	Boy	Girl	Boy	Girl	Boy	Girl	Boys	Girls			
Fruitport	4	3	7	6	7	6	6	6	24	21	45	131	720
Holton	0	2	5	2	3	4	3	3	11	11	22	51	276
Mona Shores	3	3	12	3	12	7	13	3	40	16	56	326	1408
Montague	3	0	2	0	1	0	1	2	7	2	9	86	423
Muskegon	14	16	35	46	61	36	22	14	132	112	244	566	2715
Muskegon Hts.	15	3	37	29	26	32	10	12	88	76	164	253	1305
N. Muskegon	0	0	0	0	0	3	0	3	0	6	6	179	495
Oakridge	1	1	1	0	--	--	--	--	2	1	3	---	243
Orchard View	8	2	0	0	2	8	3	7	13	17	30	257	989
Ravenna	2	2	6	7	0	10	1	2	9	21	30	110	482
Reeths Puffer	0	1	6	5	5	11	2	3	13	20	33	103	728
Whitehall	8	2	9	3	4	10	4	3	25	18	43	116	503
TOTAL	58	35	120	101	121	127	65	58	364	321	685	2178	10,287

APPENDIX D-3

Numbers of students enrolled, graduated, and dropped out, and percentage drop-out rate for each area high school, 1962-63.

School	9-12 Enrollment	Graduated	Drop Outs	% For Yr.	% Per Class
Fruitport*	---	---	---	---	---
Holton	247	---	23	9.31	37.24
Mona Shores*	---	---	---	---	---
Montague	390	---	14	3.59	14.36
Muskegon	2687	565	207	7.70	30.80
Muskegon Hts.	1453	266	169	11.63	46.52
N. Muskegon	540	---	17	3.15	12.60
Oakridge	(Not a High School)		---	---	---
Orchard View*	---	---	---	---	---
Phillips*	---	---	---	---	---
Ravenna	537	---	59	10.99	43.96
Reeths Puffer	393	58	24	6.11	24.44
Whitehall	452	76	30	6.64	26.56
Total	6699	965	543	8.105	32.44

*Not Reported

APPENDIX D-4

Numbers of students enrolled, graduated, and dropped out, and percentage drop-out rate for each area high school, 1963-64.

School	9-12 Enrollment	Graduated	Drop Outs	% For Yr.	% Per Class
Fruitport*	---	---	---	---	---
Holton	261	40	16	6.13	24.52
Mona Shores*	---	---	---	---	---
Montague	816	79	14	1.72	6.88
Muskegon	2740	625	254	9.27	37.08
Muskegon Hts.	1417	291	133	9.39	37.56
N. Muskegon	607	143	16	2.64	10.56
Oakridge*	---	---	---	---	---
Orchard View	880	97	47	5.34	21.36
Phillips	---	---	---	---	---
Ravenna	513	126	36	7.02	28.08
Reeths Puffer	448	66	22	4.91	19.64
Whitehall	507	84	36	7.10	28.40
Total	8189	1551	574	7.01	28.04

*Not Reported

APPENDIX D-5

Numbers of students enrolled, graduated, and dropped out, and percentage drop-out rate for each area high school, 1964-65.

School	9-12 Enrollment	Graduated	Drop Outs	% For Yr.	% Per Class
Fruitport	648	131	45	6.94	27.76
Holton	276	51	22	7.97	31.88
Mona Shores	1408	326	56	4.0	16.0
Montague	423	86	9	2.13	8.52
Muskegon	2625	566	244	9.3	37.2
Muskegon Hts.	1307	267	164	12.55	50.20
N. Muskegon	495	179	6	1.21	4.84
Oakridge*	243*	---	3	1.23	4.92
Orchard View	979	257	30	3.06	12.24
Phillips	60**	---	11	18.33	73.32
Ravenna	482	110	30	6.22	24.88
Reeths Puffer	728	103	33	4.53	18.12
Whitehall	497	116	43	8.65	34.60
Total	10,171	2192	696	6.84	27.3

*2 grades: 9 & 10

**1 grade: 9

APPENDIX E-1

ADULT EDUCATION BUDGET[1]

July 1, 1967 to June 30, 1968

ESTIMATED EXPENDITURES

Instruction		$57,250.00
a. Trade and Industrial, Distributive and Homemaking classes	$ 5,000.00	
b. Cultural, Commercial, Social and Civic classes	36,000.00	
c. Driver Training Program	1,500.00	
d. Special Classes	2,000.00	
e. High School Completion	12,500.00	
f. Teacher Aides	250.00	
Administration		20,910.00
a. Director of Adult Education	17,310.00	
b. Commercial Supervisor	1,200.00	
c. High School Credit Supervisor	1,200.00	
d. Assistant to High School Credit Supervisor	400.00	
e. Car Allowance for Director	300.00	
f. Audio-Visual Service	500.00	
Clerical		12,100.00
a. Secretary for Adult Education	4,600.00	
b. Two co-op secretaries	2,000.00	
c. Enrollment costs - Fall, Winter, Spring	2,500.00	
d. Custodial Service	3,000.00	
Publicity		5,000.00
a. Yearly announcements	1,500.00	
b. Fall advertising	1,500.00	
c. Winter advertising	900.00	
d. Radio Spot Advertising	400.00	
e. Spring advertising - display	700.00	
Capital outlay for necessary equipment		500.00
Supplies for evening school classes-reimbursable from students' fees		1,500.00
Other expenses		775.00
a. National Conferences	300.00	
b. State Conventions	100.00	
c. Bishop Sewing Method	375.00	
Total		$98,035.00

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[1] Actual budget as adopted by a Michigan urban school district.

APPENDIX E-1 (Cont'd.)

ESTIMATED REIMBURSEMENT

Trade and Industrial, Distributive and Homemaking classes - State Board of Control for Vocational Education		$ 2,500.00
Enrollment Fees		30,000.00
a. Regular classes	$25,000.00	
b. Special classes	3,000.00	
c. Driver Training	2,000.00	
Material Fees and Equipment		2,500.00
Reimbursement from cooperating agencies		1,500.00
State School Aid Membership for High School Completion for Adults		55,000.00
Total		$91.500.00

APPENDIX E-2

Hypothetical Budget for a County Wide Community School Program

1.	Salaries of School Directors (4 full time & 15 part time)		115,000.00
2.	Teachers Salaries		
	Adult High School	36,450.00	
	Adult Basic Literacy	40,000.00	
	Other Adult Education	35,000.00	
	Student Enrichment	30,000.00	
	Total Teachers Salaries		141,450.00
3.	Guidance & Counseling		5,000.00
4.	Other Instructional Services		
	Recreation	7,000.00	
	Community Aides	9,000.00	
	Tutorial Home Study	6,000.00	
	Directors' Special Projects	1,900.00	
	Total Instructional Services		23,900.00
5.	Text Books		6,000.00
6.	Instructional Supplies		6,000.00
7.	Other Instructional Expenses		
	Workshops & Professional Meetings	3,000.00	
	Student Help	1,000.00	
	Total		4,000.00
8.	Central Administration		
	Director	13,500.00	
	Assistant Director	12,000.00	
	Secretarial Salaries	7,000.00	
	Miscellaneous Expense	800.00	
	Travel & Car Allowance	1,000.00	
	Total Central Administration		34,300.00
9.	Publicity		7,000.00
10.	Fixed Charges		30,000.00
11.	Capital Outlay		8,000.00
12.	Food Service		6,000.00
	Total Expenditure		386,650.00

Hypothetical Budget Continued

REVENUES

State Aid	80,000.00
Title III & State Aid	94,000.00
Title I	50,000.00
Adult Ed Fees	25,000.00
Total Revenues	249,000.00

Other possible sources of revenue.

1. Contributing School Districts
2. Title III - Demonstration Projects
3. Mott Foundation & Other Foundations
4. Muskegon Area Development Council
5. Additional State or Federal Aid

This budget estimate is an attempt to develop a workable budget that will assure a comprehensive program. It is not the most expensive nor the cheapest possible proposal.

Schools included in the proposal are:

School	Number of Directors	Number of Schools
Muskegon Heights	1 1/2	3
Muskegon	3	6
Reeths-Puffer	1 1/2	3
Mona Shores	1	2
Fruitport	1/2	1
Holton	1/2	1
Whitehall	1/2	1
North Muskegon	1/2	1
Ravenna	1/2	1
Montague	1/2	1
Orchard View	1	2
Oak Ridge	1/2	1
	11 1/2	23

APPENDIX F

FEDERAL LAWS WHICH AUTHORIZE ASSISTANCE, DIRECTED IN WHOLE OR IN PART TO CONTINUING EDUCATION FOR OUT-OF-SCHOOL YOUTH OR ADULTS.

P.L. 64-347	Smith-Hughes Act of 1917
P.L. 78-410	Public Health Services Act of 1944
P.L. 79-586	Vocational Education Act of 1946 (George-Barden)
P.L. 81-507	National Science Foundation Act of 1950
P.L. 81-920	Civil Defense Act of 1950
P.L. 83-565	Vocational Rehabilitation Act
P.L. 85-864	National Defense Education Act of 1958
P.L. 85-905	Captioned Films for the Deaf Act
P.L. 87-274	Juvenile Delinquency and Youth Offenses Control Act of 1961
P.L. 87-415	Manpower Development and Training Act of 1962
P.L. 87-447	Educational Television Facilities Act of 1962
P.L. 87-749	Smith-Lever Act, Amended
P.L. 87-815	Loan of Captioned Films for the Deaf Act
P.L. 88-129	Health Professions Educational Assistance Act of 1963
P.L. 88-204	Higher Education Facilities Act of 1963
P.L. 88-210	Vocational Education Act of 1963
P.L. 88-269	Public Library Services and Construction Act
P.L. 88-352	Civil Rights Act of 1964
P.L. 88-452	Economic Opportunity Act of 1964
P.L. 88-579	National Arts and Cultural Development Act of 1964
P.L. 88-581	Nurse Training Act of 1964
P.L. 88-665	National Defense Education Act, Amended
P.L. 89-10	Elementary and Secondary Education Act of 1965
P.L. 89-15	Manpower Development and Training Act, Amended
P.L. 89-73	Older Americans Act of 1965
P.L. 89-79	Social Security Act, Amended
P.L. 89-115	Public Health Services Act, Amended
P.L. 89-117	Housing and Urban Development Act of 1965
P.L. 89-209	National Foundation for Arts and Humanities Act of 1965
P.L. 89-239	Public Health Services Act, Amended
P.L. 89-253	Economic Opportunity Act, Amended
P.L. 89-258	Loan Services for Captioned Films for the Deaf Act
P.L. 89-287	National Vocational Student Loan Insurance Act of 1965
P.L. 89-290	Health Professions Educational Assistance Act, Amended
P.L. 89-329	Higher Education Act of 1965
P.L. 89-333	Vocational Rehabilitation Act, Amended
P.L. 89-750	Adult Education Act of 1966
P.L. 89-794	Economic Opportunity Act, Amended

APPENDIX G

LEGAL BASES FOR LOCAL PUBLIC EDUCATION FOR OUT-OF-SCHOOL YOUTH AND ADULTS

As established in constitution, school code, miscellaneous statutes, and administrative rules of the State of Michigan. (Excerpts)

I. Constitution of the State of Michigan of 1963
Article 8, Education

Sec. 1. Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

Sec. 2. The legislature shall maintain and support a system of free public elementary and secondary schools as defined by law. Every school district shall provide for the education of its pupils without discrimination as to religion, creed, race, color or national origin.

Sec. 3. Leadership and general supervision over all public education, including adult education and instructional programs in state institutions, except as to institutions of higher education granting baccalaureate degrees, is vested in a state board of education. It shall serve as the general planning and coordinating body for all public education, including higher education, and shall advise the legislature as to the financial requirements in connection therewith. . .

Sec. 7. The legislature shall provide by law for the establishment and financial support of public community and junior colleges which shall be supervised and controlled by locally elected boards. The legislature shall provide by law for a state board of education concerning general supervision and planning for such colleges and requests for annual appropriations for their support. The board shall consist of eight members who shall hold office for terms of eight years, not more than two of which chall expire in the same year, and who shall be appointed by the state board of education. Vacancies shall be filled in like manner. The superintendent of public instruction shall be ex-officio a member of this board without the right to vote.

Sec. 8. Institutions, programs and services for the care, treatment, education or rehabilitation of those inhabitants who are physically, mentally or otherwise seriously handicapped shall always be fostered and supported.

Sec. 9 The legislature shall provide by law for the establishment and support of public libraries which shall be available to all residents of the state under regulations adopted by the governing bodies thereof. All fines assessed and collected in the several counties, townships and cities for any breach of the penal laws shall be exclusively applied to the support of such public libraries, and county law libraries as provided by law.

II. School Code of 1955 (Act 269, effective 7/1/55)

Chapter 8, Intermediate School Districts

Sec. 298a. The board shall:

(b) Employ a superintendent and such assistants, including, in its discretion, a deputy as it deems necessary for the best interest of the district and fix the compensation for the same. The compensation of the superintendent and his deputy and assistants, which shall include salaries and travel expenses incurred in the discharge of their official duties and the necessary contingent expenses of the office of the board and the superintendent for printing, postage, stationery, record books, equipment, office and telephone rental, rental of rooms for teachers' or school officers' meetings, pupils' mental and achievement tests, expenses incurred in the health and social service program of the office, elections conducted by the board, expenses incurred by the board in the legal performance of its duties, expenses incurred for heat, light, electricity, insurance, buildings and grounds maintenance, per diem of board members, and their expenses incurred in traveling in the discharge of their official duties, reference books, professional journals, instructional supplies and equipment, Sec. 298a (Cont'd)

legal fees, janitorial supplies and equipment, shall be paid by the treasurer, after the same have been authorized by the board, from such amounts as have been levied and collected therefor by the county board of supervisors and from any other available funds. . . .

(c) Prepare an annual general budget which shall be in the same form as that provided for other school districts. On or before March 1 of each year the board shall submit such budget to a meeting of 1 school board member named from each constituent school district to represent such a district. At such meeting the president of the intermediate district board shall preside, the secretary shall keep the minutes and the representatives of constituent district boards shall by majority vote determine the maximum amount of the intermediate district general budget but shall not make final determinations as to line items in such a budget. Following such meeting the intermediate district board shall file its budget, the maximum amount of which shall not exceed that approved by the school board representatives of constituent districts, with the county clerks of the counties in which it has territory . . .

Chapter 9, Board of Education -- General Powers and Duties

Sec. 563. The board of every district shall vote to levy such taxes as may be necessary for all school operating purposes, . . .

Sec. 586. The board of any school district, except primary school districts, may provide instruction for adults and may employ qualified teachers and provide the necessary equipment for such adult education courses.

Sec. 605. The board of any school district, except a primary school district, is hereby authorized to receive, by assignment, conveyance, gift, devise or bequest, any real or personal property or any interest therein, for use in maintaining scholarships or for other educational purposes, and such board may act as trustee or custodian of such property. Such property shall be used by the board solely for the educational purposes for which it was assigned, conveyed, given, devised or bequeathed, whether by way of trust or

Sec. 605 (Cont'd)

otherwise. The treasurer of the board is authorized, when required, to give bond to insure proper administration of such property.

Chapter 17, Education of the Mentally and Physically Handicapped

Sec. 771. The board of any school district may establish and maintain educational programs for the instruction of resident or non-resident pupils up to the age of 25, who by reason of being blind or having defective vision, or who by reason of being deaf or having defective hearing, or who by reason of being crippled or otherwise physically handicapped, or who by reason of having epilepsy, or who by reason of having defective speech, cannot profitably or safely be educated by the usual methods and materials of instruction in the public schools: Provided, That no pupil shall be enrolled in such programs except upon a certified diagnosis of a physical defect by competent and appropriate professional authorities acceptable to and according to standards set up by the superintendent of public instruction.

Chapter 18, Health and Physical Education

Sec. 786. Any school district or board given charge of the recreation system is authorized to conduct its activities on: (1) property under its custody and management; (2) other public property under the custody of other municipal corporations or boards, with the consent of such corporations or boards; and (3) private property, with the consent of the owners.

Chapter 20, Education of Aliens and Native Illiterates

Sec. 811. The superintendent of public instruction is hereby authorized, with the cooperation of the boards of the school districts of this state, to provide for the education of aliens and of native illiterates over the age of 18 years residing in said districts, who are unable to read, write and speak the English language and who are unlearned in the principles of the government of this state and the United States. All instruction given under the provisions of this act shall be in the English language and shall be conducted by persons whose general qualifications and training are approved by the superintendent of public instruction.

Sec. 812. The superintendent of public instruction may grant permission to the board of any school district to come within the provisions of this act and to provide for the education of the persons named in section 811. Such educational work herein provided for shall be conducted under his supervision or subject to his approval. The board of any school district providing for such education may recommend a tax or estimate and submit a budget to the proper authorities for carrying out the provisions of this act: Provided, That in any city or school district where the budget of the board is subject to the approval to the common council or other local legislative body, such common council or other legislative body shall have the final power to decide the necessity for the inauguration or continuation of the courses of instruction herein prescribed and to determine the amount of appropriation necessary therefore.

Chapter 21, Part-time Schools

Sec. 821. Any school district having a population of 5,000 or more and containing 50 or more children, subject to the provisions of this chapter may, through its board, establish and maintain part-time vocational, agricultural or general continuation schools or courses of instruction for the education of minors under 17 years of age who have ceased to attend all-day school . . . (See Act for further details)

III. Miscellaneous Statutes

ADULT EDUCATION

Act 18, 1946 (1st Ex. Ses.), p. 40; Imd. Eff. Feb. 25

An Act to authorize counties to provide a program of adult education; to provide personnel and equipment; to require approval of the superintendent of public instruction; and to authorize county appropriations therefor.

The People of the State of Michigan enact:

Program of adult education by counties.

Sec. 1. The county board of supervisors, through the office of the county commissioner of schools, may establish a program of adult education and may employ the necessary teachers and other personnel, and may purchase such equipment and instructional supplies as shall be required to provide an adequate program for the education of adults residing within the county: Provided, That the board of supervisors of any county proposing to establish such a program shall first furnish evidence concerning local or county needs for adult education satisfactory to the superintendent of public instruction.

Instructors; approval by superintendent of public instruction.

Sec. 2. All persons appointed as instructors or employed in any other capacity in the program established under this act shall have special training for such work. The proposed program and the qualifications of the personnel shall be approved by the superintendent of public instruction upon the basis of such reports and other information as he shall require.

Included in budget by board of supervisors.

Sec. 3. Any county board of supervisors operating a program under this act shall include in its annual budget a sufficient sum to operate the program.

MOTOR VEHICLE CODE
Act 300, 1949, p. 515; Eff. Sept. 23

Sec. 320b. (1) There may be established in any county a driver safety school by an advisory board consisting of the superintendent of schools of the largest school district who shall act as chairman and fiscal agent, the county superintendent of schools, the judge of probate, the prosecuting attorney, the sheriff, the chief of police of the largest city; and a municipal judge, a justice of the peace, and 2 citizens at large, who shall be appointed by the county board of supervisors. Any school so established shall be conducted under the supervision fo the superintendent of public instruction and in accordance with the rules and regulations prescribed by him.

(2) Courses, as prescribed by the superintendent of public instruction, shall be offered for the purpose of developing good driving habits and

promoting highway traffic safety. The courses shall be open to: Such persons who shall have been referred to a school by a court having jurisdiction over traffic violations after 2 or more convictions of a moving traffic violation within a 12 month period and who, in the determination of the court, are in need of such remedial education; such persons who, after a hearing as provided in section 320 of this act, shall have been referred to a school by the commissioner; and such persons as may voluntarily choose to attend.

(3) For the purpose of referral as provided in this section, the court, after entry of judgment of conviction, may stay the imposition of sentence until the violator has attended the school. Any person referred to a school by a court or by the commissioner may attend any school in the state which has been established in conformity with this section.

(4) A fee not to exceed $10.00 may be charged for attendance at the school. The fees shall be established by the advisory board and shall be used to defray the cost of instruction, materials and clinical services.

(5) The advisory board may approve schools now in existence if the schools are conducted and courses offered in accordance with the rules and regulations of the superintendent of public instruction. No person shall be referred to a school which has not been approved by the advisory board and the superintendent of public instruction.

COMMUNITY COLLEGE DISTRICTS

Act 188, 1955, p. 283; Imd. Eff. June 14.

Sec. 2. As used in this act, a community college means an educational institution providing, primarily for all persons above the twelfth grade age level and primarily for those within commuting distance, collegiate and noncollegiate level education including area vocational-technical education programs which may result in the granting of diplomas and certificates including those known as associate degrees but not including baccalaureate or higher degrees.

An area vocational-technical education program means a program of organized systematic instruction designed to prepare the following individuals for useful employment in recognized occupations:

(a) Persons who have completed or left high school and who are available for full-time study in preparation for entering the labor market.
(b) Persons who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment.
(c) Persons enrolled in high school.

COMMUNITY COLLEGES - APPROPRIATIONS

Act 259, 1955, p. 453; Imd. Eff. June 29.

Sec. 3. The money herein appropriated shall be distributed by the superintendent of public instruction to public school districts maintaining an approved college or a university upon the basis of their enrollments in junior or community college credit courses. The enrollment unit shall be a full time program for an academic year. Part time and shorter periods of enrollments shall be equated to this unit. . . .

STATE SCHOOL AID ACT

Act 312, 1957, p. 601; Imd. Eff. July 1

Sec. 12. "Membership" as used in this act shall be construed as registration plus receipts by transfer, plus returns, minus losses, as defined by the superintendent of public instruction in the Michigan child accounting system. . . .

All pupils to be counted in membership shall be at least 5 years of age on December 1 and under 20 years of age on September 1 of the school year except that all pupils regularly enrolled and working toward a high school diploma may be counted in membership regardless of age. Any former member of the armed services in attendance in the public schools, the cost of whose instruction is not paid for by other state funds or by the federal government, shall be counted in membership regardless of age. . . .

"Full-time membership" shall be construed as all membership in kindergarten to twelfth grade for those actually enrolled in regular daily attendance on the fourth Friday following Labor day of each year. The superintendent of public instruction shall give a uniform interpretation of such full time memberships.

No pupils enrolled in school programs organized under federal or state supervision and in which the teaching costs are fully subsidized from federal or state funds shall be eligible to be counted in membership.

The superintendent of public instruction shall give a uniform interpretation and evaluation of memberships other than full time memberships.

"Elementary pupils" are defined as pupils in school membership in grades from the kindergarten to the eighth grade in districts not maintaining classes above the eighth grade, and in grades from the kindergarten to the sixth grade in districts maintaining classes above the eighth grade.

"High School pupils" are defined as pupils in school membership in grades 7 to 12 except in districts not maintaining grades above the eighth.

Sec. 13. (a) An "elementary tuition pupil" is a child of school age attending school in grades kindergarten to sixth in a district other than of his residence and whose tuition is paid by the school board of the district of his residence. If the district in which such child is in attendance does not operate grades above the eighth, elementary tuition pupils shall also include pupils enrolled in the seventh and eighth grades.

(b) A "high school tuition pupil" is a child of school age attending school in grades seventh and eighth in a district other than that of his residence and in which grades above the eighth are being maintained, and in grades ninth to twelfth in a district other than that of his residence and whose tuition is paid by the school board of the district of his residence.

(c) Every school district having tuition pupils in membership on the fourth Friday following Labor Day of each year, shall charge the school district, in which such tuition pupil resides, tuition in at least the amount of the differences between the percapita cost as determined in section 14 and per pupil membership allowance provided in sections 8 and 10. Except that in the case of a nonresident pupils in part time membership, an additional allowance for such child shall be made to the school district in an amount equal to the difference between the prorated per capita cost as determined in section 14 and prorated per pupil membership allowance as provided in sections 8 and 10. . . .

Sec. 14. The board of education of each school district enrolling tuition pupils shall determine the actual per capita operation cost for the preceding fiscal year. For the purpose of making determination of the actual operation cost of school districts there shall be excluded moneys expended for sites, school buildings, equipment, payment of bonded indebtedness, and moneys expended for such other purposes as shall be determined by the superintendent of public instruction not properly included in operation costs: Provided, That such excluded items are applied uniformly in the determination of such operation cost to all the school districts affected. The per capita operation cost shall be determined by dividing the total expenditures for each school district, less the amount spent for such items as are excluded from the actual operation cost of the district as defined in this section, by the membership in grades kindergarten to 12, inclusive. For the purpose of determining the amount of tuition to be charged for nonresident pupils enrolled in grades kindergarten to 6 inclusive, the per capita cost thus obtained shall be used. For nonresident pupils enrolled in grades 7 to 12, inclusive, the per capita cost shall be the amount of the elementary per capita cost increased by 15%.

Sec. 19. The secretary of the board of education of each district enrolling nonresident pupils shall certify to the superintendent of public instruction on forms furnished by the superintendent of public instruction, the number of nonresident pupils enrolled in each grade on the fourth Friday following Labor Day of each year, the districts in which the nonresident pupils reside, the amount of tuition charged for the current year and any other information required by the superintendent of public instruction.

VOCATIONAL EDUCATION - ACCEPTANCE OF FEDERAL FUNDS FOR OCCUPATIONAL TRAINING

Act 198, 1962, p. 441; Imd. Eff. June 5.

Sec. 1. The state board of control for vocational education may take any necessary action consistent with state law to comply with the provisions of section 16 of Public Law 87-27 known as the "area redevelopment act" and with the provisions of Public Law 87-415 known as the "manpower development and training act of 1962" and may accept and expend federal funds available under such acts for the occupational training or retraining needs of unemployed or underemployed individuals residing in a redevelopment area of the state.

VOCATIONAL EDUCATION - TRANSFER TO STATE BOARD OF EDUCATION

Act 28, 1964, p. 33; Eff. Aug. 28.

Sec. 1. The state board of control for vocational education created under section 3 of Act no. 149 of the Public Acts of 1919, as amended, being section 395.3 of the Compiled Laws of 1948, is abolished, and all of its powers, duties and functions are transferred to the state board of education effective January 1, 1965.

VOCATIONAL EDUCATION - ACCEPTANCE OF FEDERAL FUNDS

Act 44, 1964, p. 51; Imd. Eff. May 6

Sec. 1. The state board of control for vocational education may take any necessary action consistent with state law to comply with the provisions of Public Law 210 of the 88th Congress known as the "vocational education act of 1963" and may accept and expend federal funds available under that law for the purpose of strengthening and improving the quality of vocational education and to expand vocational education opportunities in this state.

REHABILITATION ACT OF 1964

Act 232, 1964, p. 307; Imd. Eff. May 22.

Sec. 2. As used in this act: . . .

(d) "Vocational rehabilitation" and "vocational rehabilitation services" means any educational or other needed services including, but not limited to, determination of extent of disability, vocational diagnosis, vocational guidance, rehabilitation training, medical services, transportation, maintenance, and training books and materials, found to be necessary to compensate a disabled individual for his vocational handicap, and to enable him to engage in a suitable occupation or to be assisted into independent living.

Sec. 4. The state board shall provide vocational rehabilitation services to disabled individuals determined eligible therefor in accordance with the rules and regulations and in carrying out the purposes of this act, the board may:

(a) Cooperate with other departments, agencies and institutions, both public and private, in providing for the vocational rehabilitation of disabled individuals, in studying the problems involved therein, and in establishing, developing and providing such programs, facilities and services as may be necessary.

WORK EXPERIENCE PROGRAMS

Act 238, 1964, p. 325; Imd. Eff. May 28

Sec. 1. The state of Michigan, the board of supervisors of any county, or the governing body of any city, village, township and school district of this state, may furnish and appropriate money to foster and maintain demonstration education and work experience programs through a special job upgrading program for unemployed, out of work, school dropouts who have been out of school at least 2 months and are between 16 and 20 years of age under plans approved by the superintendent of public instruction. This job upgrading program shall combine in-school training with subsidized work experience for school dropouts to make them more employable and to assist them in job placement. . . .(See Act for further details)

WORK TRAINING PROGRAMS

Act 239, 1964, p. 326; Imd. Eff. May 28.

Sec. 1. There is hereby appropriated from the general fund of the state for the Michigan employment security commission for the fiscal year ending June 30, 1975 the sum of $150,000 or as much thereof as may be necessary for the operation of a state program of training of youths over the age of 16 and under the age of 22 who have been out of school for at least 6 months or who have graduated from high school, in work training programs of a public service nature. Such funds are to be used for the payment of training allowances to youths under section 8 of this act and for necessary administrative costs incurred by the Michigan employment security commission incident to the payment of training allowances under this act not otherwise appropriated for such purposes under the provisions of the manpower development and training act of 1962, as amended, or any other federal or state law. No portion of such funds shall be used to establish and maintain such state programs for the train- of youth. . . .(See Act for further details)

STATE BOARD OF EDUCATION

Act 287, 1964, p. 570; Eff. Aug. 28

Sec. 8. The state board of education may take by gift, grant from federal or other sources, devise, bequest, or in any other lawful manner, property, money, pledges or promises to pay money for the purpose of carrying on any of its powers and duties and may, with the approval of the legislature, use the same for the purposes for which they were donated. The board may place such moneys in a special fund to be spent under its direction for the purposes for which they were donated subject to the conditions of such gift, grant, devise, or bequest.

Sec. 9. The state board of education has leadership and general supervision of all public education, including adult education and instructional programs of the state institutions, except as to institutions of higher education granting baccalaureate degrees. The board serves as the general planning and coordinating body for all public education, including higher education. The board may conduct research studies relating to general school problems of the public schools of this state.

ECONOMIC OPPORTUNITY ACT

Act 34, 1965, p. 49; Imd. Eff. May 19.

Sec. 1. The state board of education and state library board may take any necessary action consistent with state law to comply with the provisions of Public Law 452 of the 88th Congress, known as the "economic opportunity act of 1964" and may accept and expend federal funds available under this law.

STATE AID TO PUBLIC LIBRARIES ACT OF 1965

Act 286, 1965, p. 542; Eff. Mar. 31, 1966.

Sec. 2b. "Library system" means one or more public libraries maintained by one or more local governments, serving a population of at least 100,000 or serving a population of at least 50,000, if the area served has a population of 35 or less per square mile, which has an approved plan. A library system may consist of any of the following:

(1) A library maintained by a single local government.

(2) A consolidated library system in which 2 or more local governments merge their libraries to form a single library system.

(3) A cooperative or federated library system in which 2 or more libraries or local governments enter into a written agreement to implement a plan of service for the libraries of local governments so contracting.

Sec. 3. To be eligible to be a library system or to become and to remain a member of a library system, a public library shall receive minimum local support equal to 3/10 mill on the state equalized valuation of its governmental unit or units.

Sec. 4. A local board operating a library in existence on July 1, 1965, serving an area meeting the population requirements of subdivision (b) of section 2, may submit a plan of library service to the state board. On approval by the state board of the plan the local library shall be designated a library system and the local board shall be designated as the governing board of the system and shall retain its existing organization, officers and powers as a local board.

Sec. 5. A group of public libraries operating as a library system in existence on July 1, 1965, serving an area meeting the population requirements of subdivision (b) of section 2, may submit a plan of library service to the state board. The plan of library service shall designate the library which will become the headquarters library of the system. On approval by the state board of the plan, the federated public libraries shall be designated a library system and shall elect a system board as provided in section 8, or the participating libraries may designate the board of one of the libraries as the system board.

Sec. 6. Two or more local boards which maintain eligible libraries and desire to form a library system may request the state board to authorize the local boards to submit a plan of library service and to designate the library which will become the headquarters library of the system. On approval by the state board of the plan of library service, the library system shall be declared an established library system and the member library boards shall meet and elect a system board as provided in section 8, or the participating libraries may designate the board of one of the libraries as the system board.

Sec. 11. All residents of an area served by a library system may use the facilities and resources of all member libraries, subject to regulations in the system plan.

Sec. 14. A library system shall be granted continuing state aid in an amount per capita of its served population, based upon the average density of population per square mile of the area served, in accordance with the following schedule:

Square Mile Population Density	Grants Per Capita
Over 35	30 cents
26-35	40 cents
16-25	50 cents
Under 16	60 cents

IV. Administrative Rules

School District Child Accounting for Distribution of State Aid

R 340.4 Pupil age limits on fourth Friday following Labor Day.

Rule 4. A pupil to be counted in membership on the fourth Friday following Labor day shall be at least 5 years of age on or before December 1, and under 20 years of age on September 1, of the school year. As exceptions to this rule the following students shall be counted in membership:

(a) A pupil regularly enrolled and working toward a high school diploma regardless of age.

(b) A former member of the armed services, presenting a certified copy of service separation whose cost of instruction is not paid for by other state funds or by the federal government, enrolled in the school district, regardless of age.

(c) A physically handicapped pupil under provisions of the law governing the education of such a pupil, if under 25 years of age as of September 1 of the current school year and if served by a special education program approved by the superintendent of public instruction.

(d) A mentally handicapped pupil under provisions of the law governing the education of such a pupil, if under 21 years of age as of September 1 of the current year and if served by a special education program approved by the superintendent of public instruction.

R 340.6 Parttime pupils on fourth Friday following Labor Day.

Rule 6. Parttime pupils either resident or nonresident enrolled in the school district on the fourth Friday following Labor Day, attending regular day or evening school classes for credit toward a high school diploma, may be counted in parttime membership. The following pupils are included:

(a) A post graduate pupil who has received a high school diploma and who returns to high school to take additional work for credit, but is under 20 years of age on September 1 of the current school year.

(c) A day or evening school pupil enrolled in the school district and attending regular day or evening school classes.

(d) An apprentice or on-the-job training pupil enrolled in the school district in apprentice or on-the-job training programs approved by the superintendent of public instruction pursuant to sections 821 to 828 of Act No. 269 of the Public Acts of 1955, as amended, being sections 340.821 to 340.828 of the Compiled Laws of 1948.

(e) A practical nursing pupil enrolled in a practical nursing program approved by the Michigan board of nursing and the superintendent of public instruction.

R 340.7. Computation of parttime membership on fourth Friday.

Rule 7. (1) A parttime pupil in membership on the fourth Friday following Labor Day is counted in membership in the amount computed on a pro rata basis by the formulas hereinafter set forth. No parttime pupil in membership shall be given greater membership credit than a fulltime pupil in membership. In case of a nonresident public school pupil, each school district shall list him as a parttime pupil and report him in parttime membership.

(2) The prorated membership for a pupil taking instruction in grades K-8 is computed by applying a ratio which is the relation between the number of hours per week spent in a public school and 30 hours per week. When a pupil enrolled as a regular fulltime pupil temporarily and unavoidably attends less than a full day in a district, prorated membership is computed by applying the ratio of number of hours attended per week in the public school and the average number of hours of the school week for regular fulltime pupils as certified by the secretary of the board of education of the school district.

(3) The prorated membership for a pupil taking instruction in grades 9-12 is computed by applying a ratio which is the relation between the number of credits carried by the pupil and a standard of 4 units of credit for the school year.

(4) The prorated membership for a pupil in an apprentice or on-the-job training program is computed by allowing two-fifths membership for each pupil enrolled in such program.

(5) The prorated membership for a pupil in a practical nursing program is computed by allowing one-half membership for each pupil enrolled in such a program.

REIMBURSED PROGRAMS OF VOCATIONAL EDUCATION

(By authority of Act No. 149, Public Acts 1919, as amended (CL 1948, 395.1 et seq.)

2. Agricultural Education

R 395.172. Program of Instruction.

The major purpose of the instructional program will be to provide, through personal development, the skills, abilities, and understandings leading to wise decisions in farming and farm living. The staff of the agricultural education service will verify through local school visits, review of local records and reports, conferences with teachers and administrators, and through other appropriate supervisory activities that the conditions below are met.

5. Young and adult-farmer classes

a. Provisions for enrollees' farming programs

The program of instruction for young farmers shall deal with agricultural problems encountered by young men in becoming established in farming, and those who require basic agricultural education on farm problems.

The program of instruction for adult farmers shall aim to increase their efficiency in specific phases of farming and shall be designed to meet the needs of farmers with common interests and problems.

The school shall provide supervised farm practice for at least 6 months each year for young and adult farmers.

c. Requirements for meetings

Classes for young and adult farmers shall be organized for not less than 10 meetings or a total of not less than 20 clock hours of group instruction for each class during any 1 year.

3. Distributive and Office Education

R 395.181. Supervision.

1. Local supervisors

A local supervisor of distributive or office education may be employed by a local school and his salary may be reimbursed for eligible time spent on the program in the supervision of teachers of distributive or office education.

a. Duties: responsible for promoting, developing, and organizing appropriate adult distributive education programs and cooperative programs of distributive or office education, for assisting in nonreimbursable programs in distributive or office education which have vocational objectives, and for coordinating distributive and/or office education programs with the total school program. Supervisory activities include assistance given to vocational teachers in the improvement of their professional ability in planning, preparing, and evaluating instructional materials, and in securing instructional conditions which are conducive to effective training.

R 395.182. Program of Instruction

The program of instruction in the vocational distributive education field comprises subjects which contribute directly to improving the skill, knowledge, and ability of proprietors, managers, and employees engaged primarily in occupations involved with the distribution or marketing of goods and services.

Vocational office education instruction comprises business education subjects which contribute directly to improving the skill, knowledge, and ability of cooperative office education students employed part-time in office occupations.

3. Evening and part-time extension classes (distributive education only).

May be organized and conducted for persons employed in distributive occupations. Such courses shall contain subject matter needed in or supplemental to 1 or more distributive occupations and may be taught to classes composed of persons employed in 1 or several such occupations. Coordination of instruction with job experience may be necessary for efficient instruction of such classes and reasonable time may be allowed for coordination. . . .

4. Part-time cooperative classes (distributive and office occupations).

May be organized and conducted for youth employed in distributive or office occupations on a school-and-employment schedule which combines vocational instruction in school and organized training on the job. Qualified students must be at least 16 years of age and be employed in distributive or office occupations at least as much time during the school year as is spent in school and for an average of not less than 15 hours per week during the school year. Alternate days, weeks, or other appropriate periods may be substituted for the half-day in school, half-day on-the-job plan. The total hours per week in school and at work and the monetary wages paid the student learners must conform to state and federal laws governing employment of minors.

4. Home Economics Education

R 395.192. Program of Instruction.

2. For out-of-school groups.

a. Purpose and scope.

The purpose will be to provide instruction for out-of-school youth and adults in phases of home economics designed to prepare them to assume the responsibilities and activities involved in homemaking and achieving family well-being in the home and community.

b. Methods for determining offerings.

The local teacher in cooperation with the local administration shall be responsible for studying the needs of out-of-school groups and for developing the program based on these needs.

c. Organizational plans.

(1) Out-of-school groups.

Planned instruction in homemaking education for out-of-school groups shall be organized for sufficient time to meet the needs of persons enrolled and for not less than a total of 10 hours of instruction for any 1 class. The curriculum shall be so planned that over a period of years it will provide offerings in several areas of homemaking. . . .

5. Trade and Industrial Education

R 395.201. Supervision

1.a. Duties of local supervisors

They shall be responsible for promoting, developing, and organizing appropriate in-school and adult programs of trade and industrial education and for coordinating such programs with the total school program. Their activities shall include assistance to local vocational teachers in improving their professional competencies; in planning the preparation of instructional material; in obtaining instructional material; in evaluating local programs in their entirety; and in securing instructional conditions which are conducive to effective training.

R 395.202. Program of Instruction.

Trade and industrial education may include training for any trade and industrial pursuit. It may also include other technical pursuits such as nursing, laboratory services, and service occupations. It is designed for any person over 15 years of age who has entered upon or is preparing to enter upon the work of a trade or industrial pursuit. It is designed to serve tradesmen, technicians, and other industrial workers, apprentices, and learners and in-school and out-of-school youth. Practical nurse training is designed to meet the needs of persons over 18 years of age. Instruction may also be provided for industrial supervisors and supervisory personnel representing both management and labor to assist in special phases of their work. Instruction may include the training of workers; job organization and improvement; development of skills, knowledge, and judgment; safety and safe working practices; and the study of federal and state legislation affecting workers.

1. Evening and part-time trade extension classes.

a. Special provisions for supervisory and foremen training and the training of apprentices.

(1) Personnel training for leadership positions in management, labor, and other industrial organizations may be conducted by local boards of education or approved teacher education institutions.

(2) Apprentice training

Part-time extension classes may be conducted for apprentices to provide technical, manipulative skill training, and related instruction supplemental to their training on the job.

3. Day trade and industrial preparatory classes

Instruction is given to prepare students for successful, gainful employment in an industrial occupation.

(3) Type C is a special type of training organized for persons over 18 years of age or for those who have legally left the full-time school. The length of class, course content, and instructional procedures shall be organized to prepare individuals for useful employment. Practical nurse training is a type C program of 12 calendar months including foundation period of 17 weeks. During the foundation period, the instruction shall be 6 hours per day, 5 days per week. During the practical experience period, the instruction shall be 40 hours per week including classroom and bedside instruction.

6. Vocational Guidance

R 395.211. Program of vocational guidance.

1. Vocational guidance programs serve vocational teachers and students.

a. School counselors will work with vocational teachers to assist in aiding students who can profit from vocational education to enroll in appropriate classes.

b. School counselors will provide vocational students and potential vocational students with information about occupational and educational requirements, opportunities, and trends.

c. School counselors will assist vocational teachers in carrying out such functions as maintaining student records, obtaining occupational information, counseling vocational students, developing job placement services, and following up former vocational education students.

2. Duties of counselors

a. They shall devote a portion of their guidance and counseling time to vocational students and teachers in accordance with the need for this service.

b. They shall conduct much research as is necessary to determine the need for vocational education opportunities in their respective schools, and shall encourage and assist school administrators to develop vocational education programs to meet the needs discovered.

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